



Memphis 3.0

Comprehensive Plan



Prepared by the City of Memphis
Memphis and Shelby County Division of
Planning and Development

Adopted By:
Memphis and Shelby County Land Use Control Board
 Jon McCreery, Chairman
February 14, 2019



Memphis 3.0

The Comprehensive Plan of the City of Memphis, Tennessee

Foreword by Mayor Jim Strickland

In 2016, we took office on a promise to lead city government to be “brilliant at the basics.” We believed that day-to-day excellence of city government was essential to positive growth of our City and over the last three years, we have made significant progress in so many areas that Memphians see and feel every day. In the same year, we also committed ourselves to building our future. And specifically, building a future that means greater population and economic growth in the City. In order to cast this vision for our future, we embarked on the Memphis 3.0 planning process, the first comprehensive plan for the City since 1981.

It doesn’t take long to look around and see so much positive momentum in Memphis. Some \$15 billion in recent, current, and future development is happening in the Greater Memphis area, and for the first time in decades, more of that is happening inside our city limits than in the suburbs. A large portion of this investment is centered around our Downtown. And that’s good — Downtown is everyone’s neighborhood, and it’s the soul and core of our city. But as much as we celebrate what’s happening Downtown, it’s just as important what’s happening down the street.

Ours is a neighborhoods-first administration and that is a philosophy incorporated into Memphis 3.0, the long-term plan for our City. Over two years and nearly 200 public meetings and events, our staff working on Memphis 3.0 heard from 15,000 Memphians, and came up with a new strategy for our growth: Build Up, Not Out.

The Memphis 3.0 Comprehensive Plan is a road map to better transportation and transit, investment in our core and our neighborhoods, and investment in opportunities for Memphians. By focusing on centers of activity identified as “anchors,” the City’s future will be built on the assets of Downtown and neighborhoods across Memphis. We believe that by focusing on improving the heart of a neighborhood, we can improve the health all around it.

I encourage you to spend time with the Memphis 3.0 Comprehensive Plan. The focus on anchors, emphasis on greater transit frequency, and targeted actions for areas across the City, among many recommendations, provide both high level vision and on-the-ground detail for how the City can Build Up, Not Out over the next 20 years. As we celebrate our City’s bicentennial, it’s up to all of us to work together on building our future in the third century, guided by the Memphis 3.0 plan.

A handwritten signature of Jim Strickland in black ink. The signature is stylized, with the first name 'Jim' written in a large, flowing script and the last name 'Strickland' written in a more compact, cursive style.

Jim Strickland, Mayor

ACKNOWLEDGMENTS

Without the support of many dedicated individuals and organizations this plan would not be possible. We thank them for their hard work, expertise and encouragement throughout the Comprehensive Planning process.

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ACKNOWLEDGMENTS

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Alcy Ball Development Corporation	Heights CDC	Metropolitan Inter-Faith Association (MIFA)	Power Center CDC	Urban Art Commission (UAC)
BLDG Memphis	Hillcrest Mitchell Heights Neighborhood Association	Memphis Medical District Collaborative	Raleigh CDC	Urban Land Institute (ULI)
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Gestalt Community Schools	Leadership Memphis/ Volunteer Memphis		The Works CDC	
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WITH SUPPORT FROM

City of Memphis 311	City of Memphis Office of Performance Management	Neighborhood Preservation Inc.	Memphis Area Transit Authority	Downtown Memphis Commission
City of Memphis Division of Housing and Community Development	City of Memphis Division of Public Works	Memphis and Shelby County Office of Planning and Development	Economic Development Growth Engine for Memphis and Shelby County	City of Memphis Division of Parks and Neighborhoods
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IN MEMORIAM

Bernal Smith II	Louis Patrick	And to all the other champions of Memphis we lost...
Ed Cross	Phil Trenary	
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FUNDERS

Anonymous	Community Foundation of Greater Memphis	Hyde Family Foundation
City of Memphis	Greater Memphis Chamber	Memphis Tomorrow

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Photo: David Roseberry



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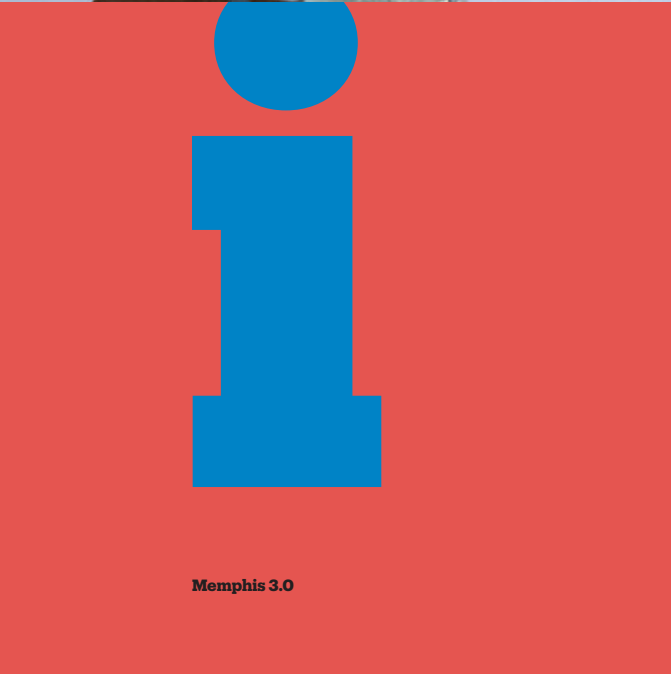
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PART ONE:

Our Third Century

Introduction

VISION STATEMENT

IN OUR THIRD CENTURY, MEMPHIS WILL BUILD UP, NOT OUT.

Memphis will be a city that anchors growth on strengths of the core and neighborhoods; a city of greater connectivity and access; a city of opportunity for all.

Memphis can be described in many ways: A city of hard-working, multi-cultural, dedicated people. A city of historical slow growth. A city of giving. A city of grit and struggle. A city with historic significance. A city with a will for greatness. A city of sprawl and low density. A city determined to change. **A city with momentum.**

Change in a city is inevitable, but residents have the ability to shape the future through participation in the Memphis 3.0 Comprehensive Plan. Much of the way Memphis functions and looks today is a result of actions taken in its second century, from racial segregation and suburban sprawl, to low population growth. But today, Memphis turns the page to its third century with a historic momentum and focus on growth and change.

Since 1970, the City has added only 4% more people, but has nearly doubled in physical size, resulting in more land and infrastructure like roads, and sewers to maintain, and a lack of population and revenue to support it. Memphis 3.0 provides a comprehensive vision to support existing residents, attract new residents and visitors, and reduce some of the inequities the City has faced since the last general plan was completed in 1981.

For a city that has historically developed based on a growth policy of physical expansion through suburban sprawl and annexation, creating a collaborative

vision and following a strategic plan to support the growth and reinvestment of the core city and neighborhoods is a bold step forward. This underscores the importance of the robust and authentic community engagement conducted through the planning process that involved more than 15,000 Memphians.

The Memphis 3.0 Comprehensive Plan is a roadmap for how the City can grow over the next 20 years and in our third century. The plan calls for redevelopment and reinvestment in anchor areas in the core city and neighborhoods, connectivity of people, jobs, businesses, and infrastructure, and expanding equity and opportunity to communities across the City.

To realize the vision of Memphis 3.0, the **Comprehensive Plan**, **it will take everyone.**

Comprehensive plan, a general plan designed to guide future growth and actions of a city.

INTRODUCTION

Making of the Plan

For almost 40 years, Memphis has not had a comprehensive master plan that sets the City’s vision for the future and provides a roadmap for development and improvement. The lack of an updated comprehensive plan has allowed Memphis to drift through this period, following an outdated model of growth by physical expansion and annexation. The results have been flat population supported only by rapidly growing land area, disinvestment in older areas of the City, and the thinning of resources across a larger physical footprint. Under the leadership of Mayor Jim Strickland, residents, leaders, and stakeholders have developed ambitious, but realistic, strategies for improvement.

The distinctive benefit of a comprehensive plan is that it provides a guide to tackle major issues identified through research, trends, and conversations with stakeholders and residents. In 2019, Memphis will enter its third century with an adopted plan for growth, development, and prosperity.

Memphis 3.0 is a comprehensive plan that aims to transform Memphis into a more prosperous and inclusive city by guiding growth and policy for the next 20 years.

Desired Outcomes

- The future growth strategy based on anchors and future land use that predicts where investments like housing, infrastructure, and transportation should be made;
- A future land use planning framework aligning development types with neighborhood context, investment potential, and community desires;
- A strategic framework to meet aspirational goals with actions to achieve those goals;
- District plans that recommend opportunities for action;
- A guiding framework for investment in infrastructure, public transit, and civic space that supports efforts to attract and guide growth and investment;
- A guide for City divisions, public agencies, and nongovernmental partners to focus resources and effort in coordination to achieve the plan's vision.

Legal Basis

Under Section 13-4-201 of the Tennessee Code Annotated (the “TCA”), it is the function and duty of a city’s planning commission to make and adopt an official general plan for the physical development of the City. Under Joint Resolution and Ordinance Number 2524 approved by the Memphis City Council (the “Council”) and Shelby County Quarterly Court on November 15, 1976, the Memphis and Shelby County Land Use Control Board (the “Board”) serves as the planning commission for the City of Memphis and the County of Shelby.

TCA Section 13-4-202 provides for the manner in which a general plan is adopted by the Board and the Council. TCA Section 13-4-202(B) (2)(B)(iii) states that, once the general plan is adopted by the Council, all land use decisions in the City shall thereafter be consistent with the plan. For the purposes of defining "consistency," only those elements of the plan related to land use decisions become effective pursuant to the guidance on Pages 72 and 73 of this document. **All other sections of the plan are intended as a guide and only for planning purposes.**

Due to the time and effort involved in the Memphis 3.0 planning process and the importance of the content, the City desires the plan be adopted by the Land Use Control Board, the Memphis City Council, and the Shelby County Commission.



Photo: Lindsay Porter

Guiding Values

The three plan elements: land, connectivity, and opportunity represent the articulation and culmination of community values that set the foundation for the Comprehensive Plan. The Build Up, Not Out, vision aims to cultivate a sustainable and thriving City that is connected and provides opportunity for all. As plan implementation and land use decisions are enacted, the City should emphasize these core themes to ensure that the recommendations related to growth, sustainability, land development, transportation, and opportunity are positively impacting the City's future. The values expressed by the community through the planning process served as the basis for the plan's vision statement and three plan elements.



Memphis is a city that VALUES LAND AS AN ASSET. Memphis cannot continue its growth policy of the past. The City will succeed by creating compact communities where land use and density support walkable, active, and transit-served communities.



- Growth in priority redevelopment areas supporting higher density, infill, and mix of uses
- Growth in areas with better transit access
- Growth in business, retail, services, and employment
- Reduced blight and vacancy
- Improved park and greenspace access
- Safe and walkable neighborhoods
- Enhanced neighborhood character
- Protection and enhancement of natural resources and environmental systems



Memphis is a city of CONNECTED COMMUNITIES. Memphis communities desire greater connectivity and access. For Memphis to thrive, it must expand residents' ability to connect to mobility options, opportunity, and one another.



- Greater access to jobs and businesses for all
- Better access to efficient and reliable public transportation
- Greater access to greenways, bikeways, sidewalks, and other modes of active transportation
- Greater use of existing infrastructure capacity to service growth in development and density
- Readiness for change in technology in City infrastructure



Memphis is a city of EQUITY AND OPPORTUNITY. Through actions, investments, and citizen-led neighborhood interventions, historically disadvantaged communities must gain greater access to resources and opportunities to succeed and prosper.



- Improved quality of life and economic competitiveness to attract, retain, create, and expand businesses
- Improved access to quality employment, education, and training
- Increased support and resources for small developers and emerging entrepreneurs
- Improvement in middle-class wages and wealth building
- Development without displacement for communities with infill opportunity
- Greater mix of housing types to ensure households at all income levels have affordable, quality options
- Reduced energy burden, especially for those with fewer means

Plan Overview

How the Plan is Structured

The Memphis 3.0 Comprehensive Plan is structured into four distinct parts that synthesize the major findings and recommendations. Throughout the two-year planning process, technical studies were generated to provide baseline information related to employment and population projections, neighborhood investment, market potential, and more. Additional studies were conducted to provide detailed information on topics such as housing or transit.

Part One: Our Third Century

This section summarizes the two-year planning process by providing details on community engagement and outreach. This section discusses the historic development of the City and delivers background context relating to Memphis' demographics and projections needed for recommendations of future growth. The major findings from all studies are included throughout the Comprehensive Plan document.

Plan elements includes goals and objectives based on community values.

Part Two: Our Framework for Change

This section presents the plan's theory of change: concentration of density and investment focused in the core and neighborhood anchor areas provides the greatest opportunity for growth and strategic community improvement. The land use framework and street typology should serve to guide future decisions on land use and transportation. [Page 46](#)

Part Three: Plan Elements

This section includes the major elements that guided public decision-making. The section is comprised of the three elements – Land, Connectivity, and Opportunity. It encompasses Citywide goals, objectives, and recommended actions that support the Build Up, Not Out vision. [Page 154](#)

Part Four: District Priorities

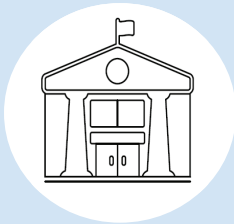
Each community has unique strengths to build on and major priorities to address. This section shares the community-developed vision and priorities for each of the 14 planning districts, recommendations for land use, and implementation priorities. [Page 242](#)

Special Appendix: The Memphis 3.0 Transit Vision (Jarrett Walker and Associates, MATA, Innovate Memphis) was developed to study the current transit network, and through a public process, to develop a recommended network that promotes higher frequency and the investment needed to support the revised network.

Available on the web, the **Market Analysis for Comprehensive Plan** (RCLCo, Universal Commercial) provided household, employment, and growth outlook through 2040. The report evaluated housing market strengths to project future housing needs and provided market outlook (or demand) based on land use. A supplementary Fair Share Housing Comparison was conducted to analyze the share of households in Memphis by age range and income relative to all households in Shelby County. **The Memphis Technical Report** (Strategic Economics) presented a detailed analysis of household change over time, neighborhood reinvestment, employment trends and job access, and commercial land use investment. This report also compared the spatial distribution of public infrastructure investments. **The Memphis Residential Market Potential Report** (Zimmerman Volk and Associates) includes a migration and mobility analysis to project housing demand based on market potential, income and life stage.

Who will use the plan?

The success of the Memphis 3.0 Comprehensive Plan comes from community-wide adoption, use, and support. Stakeholder groups that helped to create and inform the plan include elected officials, City and County divisions and agencies, developers and investors, community-based organizations, philanthropic organizations, and the public. Continued support and use of the plan by these stakeholder groups is essential to the plan's impact on the future of Memphis.



Elected Officials

City of Memphis and Shelby County Government leadership should continue to demonstrate commitment to the plan's principles and recommended actions. Legislative bodies of the City and County should adopt the plan and ensure consistency in applying the plan to land use decisions.



Divisions & Agencies

City and County Division and Agency directors should familiarize themselves with the plan recommendations. Policy and investment decisions should be guided by the plan, and implementation should be carried out through systems planning or participation in small area planning.



Developers & Investors

For-profit and non-profit developers should consult the plan regarding recommendations for land, connectivity, and opportunity. The plan provides guidance on desired forms, uses, and character of development in and around anchors, in addition to other areas of the City.



Community-Based Organizations

Community organizations can use the plan to advocate for the recommendations in the plan framework, including the land use plan, the plan elements, and the district priorities. Community organizations will be key partners in implementing many of the recommendations in the district priorities.



Philanthropy

Philanthropic and charitable organizations are key partners in investing in community development, particularly in areas with low market potential. These organizations will be important partners with the public sector in supporting recommendations in Nurture and Accelerate anchors of the City.



Public

Our greatest asset, over 15,000 Memphians contributed to the creation of the Memphis 3.0 Comprehensive Plan. The people of Memphis are the experts on their neighborhoods and should continue to shape implementation through their advocacy, actions, and partnership with the City.

The timeline shows notable events over the City's first two hundred years, capturing the major eras of economic development and population growth.

1819

1819 Memphis is founded by John Overton, James Winchester, and Andrew Jackson. Memphis was one of the first planning communities west of the Alleghenies

1826 Memphis is incorporated.

1857 The Memphis and Charleston railroad is completed, connecting the Mississippi River to the Atlantic Ocean.



1862 Battle of Memphis: two-hour naval battle after which Memphis surrenders to federal forces.

1873 Alexander H. Dickerson is the first African American elected to the Memphis City Council.

1878 25,000 flee Memphis and 5,000 killed from the City's latest Yellow Fever Epidemic, later initiating a major sanitation reform.

1880 Memphis loses its charter and becomes taxing district as a result of yellow fever epidemics. It regained home rule in 1883.

1899 Memphis annexed town of Idlewild as part of "Greater Memphis Movement."

1900 First automobile introduced in Memphis. Commercial Appeal editorializes about this "new danger."

1901 George Kessler plans Riverside Park, Overton Park, and the Parkway system.



1910 Commission form of City government established

1916 Harahan Bridge opens, connecting Memphis to the west

1922 Memphis adopts first zoning code in the state.

1924 Memphis adopts first comprehensive city plan from Harland Bartholomew.



1935 Riverside Drive opens.

1949 Memphis and Arkansas Bridge completed.

1962 St. Jude Children's Research Hospital established by entertainer Danny Thomas.

1965 Memphis establishes Mayor-Council form of government.

1919

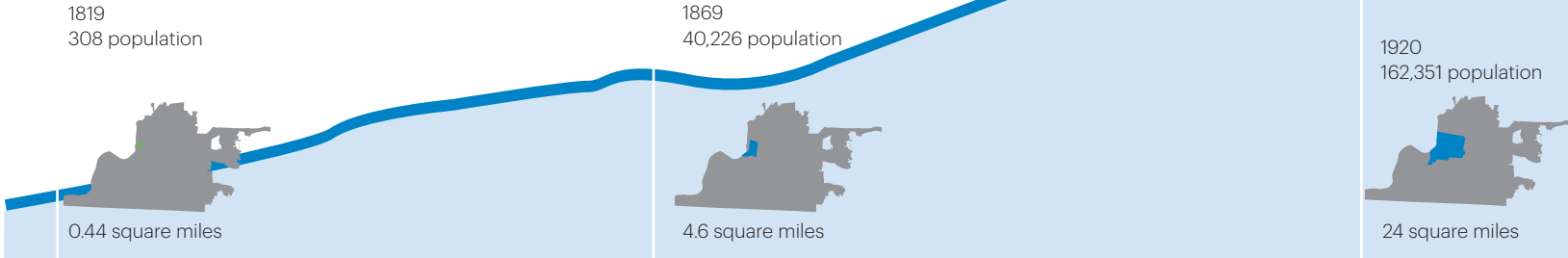
1968 Two sanitation workers are crushed leading to the sanitation workers' strike. On April 4, 1968, Martin Luther King Jr. is assassinated at the Lorraine Motel after giving his "I've Been to the Mountaintop" speech at the Mason Temple the day before.



1971 Memphians save Overton Park.

1972 Buses are ordered by Federal Judge to ensure full desegregation of Memphis City Schools.

1973 FedEx Corporation moves its operations to Memphis.

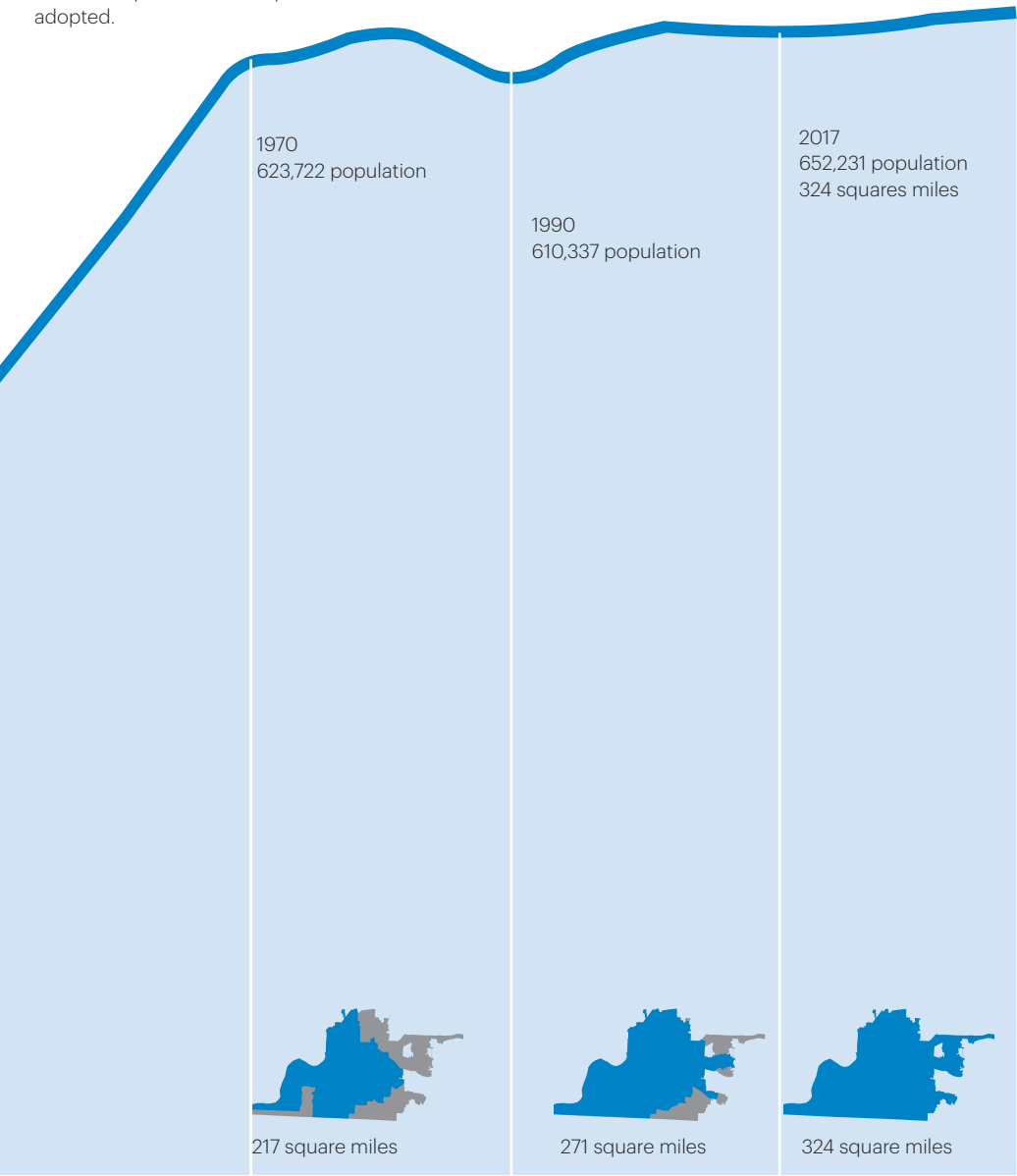


2019

Our History, Our Future

1979 First AutoZone opens. 1991 The National Civil Rights Museum opens 2016 Memphis 3.0 planning process commences.

1981 Memphis 2000 Policy Plan adopted.



Starting in 1851, the City of Memphis began annexing land adjacent to its city limits and continued this pattern over the next 150 years, adding considerable population growth to the City through the 1970s. Since that time, population has generally remained flat, growing only 4% over the last five decades. In order to sustain the population of approximately 640,000 residents, Memphis continued annexation through the 21st century. Today, the City is approximately 324 square miles – 55% larger than the City’s size in 1970.

Cotton and Transportation (1850-1890)

During the mid to late 19th century, Memphis served as the major economic and political center for the upper Mississippi Valley. The key drivers for this economic activity were the City’s prime intersection at three states (Arkansas, Mississippi and Tennessee), major rail and water transportation options, and the region’s large cotton plantations and slave trade that supported the plantations. Transportation improvements in the 1850s through the 1880s, including the development of the interstate railroad system and the local streetcar system, helped consolidate the City’s economic importance into a grid pattern set out by the City’s founders, establishing the City’s Downtown.

The Civil War had a major impact on Memphis, resulting in a migration into the City of thousands of former slaves fleeing plantations and farms. Memphis also got its start as a major medical center during this period with the establishment of one of the first hospitals for military veterans in the U.S.

Industrial Expansion Fosters Growth within the Parkways (1890-1920s)

Starting in the early 1890s, Memphis solidified its position as a regional powerhouse for production and trade by the addition of manufacturing of wood products and continuing to expand cotton processing. A large part of this success was due to the City’s excellent transportation connections

to the rest of the U.S. and the world. By 1920, Memphis also had one of the largest medical complexes that included several thriving hospitals. Throughout this period, the City experienced steady population growth, largely within the boundaries defined by the original parkway system designed by George Kessler in 1903. Neighborhood development during this period was generally characterized by a walkable street network focused around the streetcar system.

Rapid Outward Expansion (1920s through late 1960s)

During this time, the City experienced significant employment growth in the industry and institution sectors. The Firestone Plant opened in 1936, which employed 3,000 workers at its peak; the Defense Depot opened in 1942, employing 5,000; International Harvester opened in 1958, employing 2,000; and in 1962, St. Jude Children's Research Hospital, which today employs more than 4,000 people. Robust employment opportunities drove population growth out of the traditional city parkway system and included annexation of new suburban neighborhoods. As the City's boundaries spread outward, new neighborhoods were increasingly built to be more auto-oriented and included large lots, cul-de-sacs, and retail limited to shopping centers and major arterials.

The late 1950s also saw the beginning of urban renewal, resulting in the demolition of "slum" housing (and in some cases middle or upper income African American neighborhoods and cultural centers like Beale Street). These were replaced with public housing, businesses, and parking lots or sometimes left vacant. Building on a long history of struggles for racial equity in Memphis, the Civil Rights Movement also came to the forefront during this period, propelled by the fight for school desegregation, the sanitation workers strike, and the assassination of Dr. Martin Luther King, Jr. in 1968.

Post-Industrial Memphis (1970 through 2008)

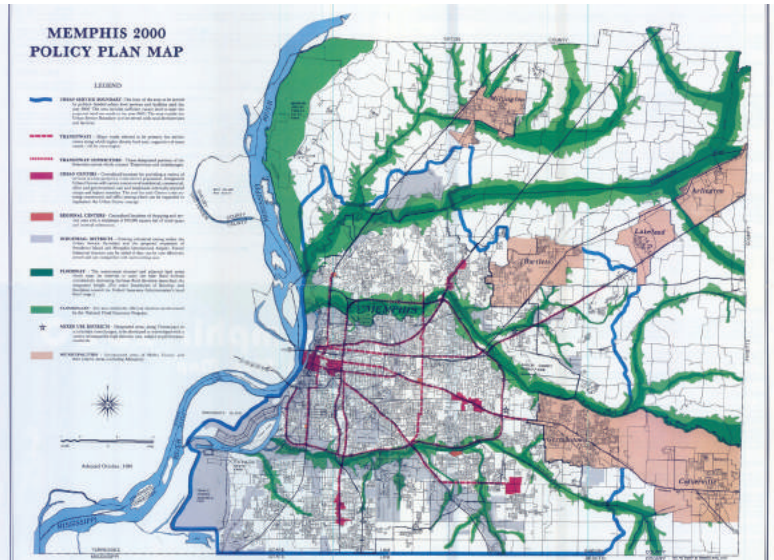
LikemanyothercitiesintheU.S.,Memphissawadeclineofmanufacturing employment beginning in the 1970s. While manufacturing remained an important part of the economy, new job growth was increasingly driven by other sectors. Most notably, the City emerged as a transportation and logistics hub, starting with the opening of FedEx near the Memphis International Airport in 1973. As in previous eras, the City's central location within the U.S. and transportation infrastructure continued to be key assets driving growth. With the shift away from river and rail-based trade toward air-based shipping, jobs moved from the Mississippi River, the Port, and the railroads to the airport in the City's southeast.



Image shows a bustling Madison Avenue in the 1920s. Historic-Memphis.com.

Employment in retail and the service sectors also increased rapidly during this period, with new office and retail space increasingly located to the south and east.

This shift in Memphis' economy was accompanied by changing neighborhood dynamics. Many older neighborhoods lost population and households while growth continued to occur in the suburbs. Continued annexations of new suburban neighborhoods helped maintain the City's population at around 650,000 people from the 1970s on. In addition to economic factors, this pattern of outward expansion accompanied by disinvestment in existing neighborhoods was also related to complex social and political factors. Some of these factors include the demolition of housing in the core due to urban renewal (which continued into the 1970s), City and County Government policies that facilitated suburban development and annexation by expanding urban services to undeveloped land, and the departure of many white households to the suburbs in response to school and neighborhood desegregation. It was during this time-period that the City's last



Memphis 2000 Policy Plan Map. Blue outline shows urban service boundary recommended by the 1981 Comprehensive Plan.

comprehensive plan, the Memphis 2000 Policy Plan, was adopted in 1981 by the Memphis City Council and the Shelby County Board of Commissioners. Memphis 2000 recommended a series of policies relating to economic development, land use, housing, transportation, and public facilities. One of the core recommendations that drove policy development in the Memphis 2000 Plan was the creation of the Urban Service Boundary (USB) which allowed for outward, sprawling growth beyond the City's current jurisdiction. During the period from 1995 to 2007, nearly 60,000 new single family homes were built in Memphis and unincorporated Shelby County. Of those built in unincorporated areas, many were annexed into the City during this period.

At the same time, throughout this period, civic and community leaders began to set the stage for the revival of the City center, with historic preservation efforts and infrastructure projects like the development of the Downtown trolley system, tourism and entertainment projects like Mud Island and the Pyramid, and the redevelopment of Beale Street. Beginning in the 1990s, the Memphis Housing Authority began to redevelop the City's public housing as mixed-income developments under HUD's HOPE VI Program, resulting in renewed interest in living in and around Downtown, but also the relocation of some of the original low-income residents.



Map from City of Memphis 2017 presentation on "Right-sizing Memphis." The map identified areas that could potentially be de-annexed based on their original year of annexation.

Great Recession and the End to Annexation (2008-2016)

The 2000s saw an acceleration of de-industrialization, culminating in the Great Recession (2008-2011) which caused major job losses in manufacturing, transportation and logistics, as well as in other sectors. While the overall Memphis economy has regained the jobs lost during the recession, the recovery was driven by the service sector (including health care, accommodation and food services, and administrative and support services). Transportation and logistics employment has grown since 2011, but total employment in this sector remains below pre-recession levels. At the same time, manufacturing employment has continued to decline.

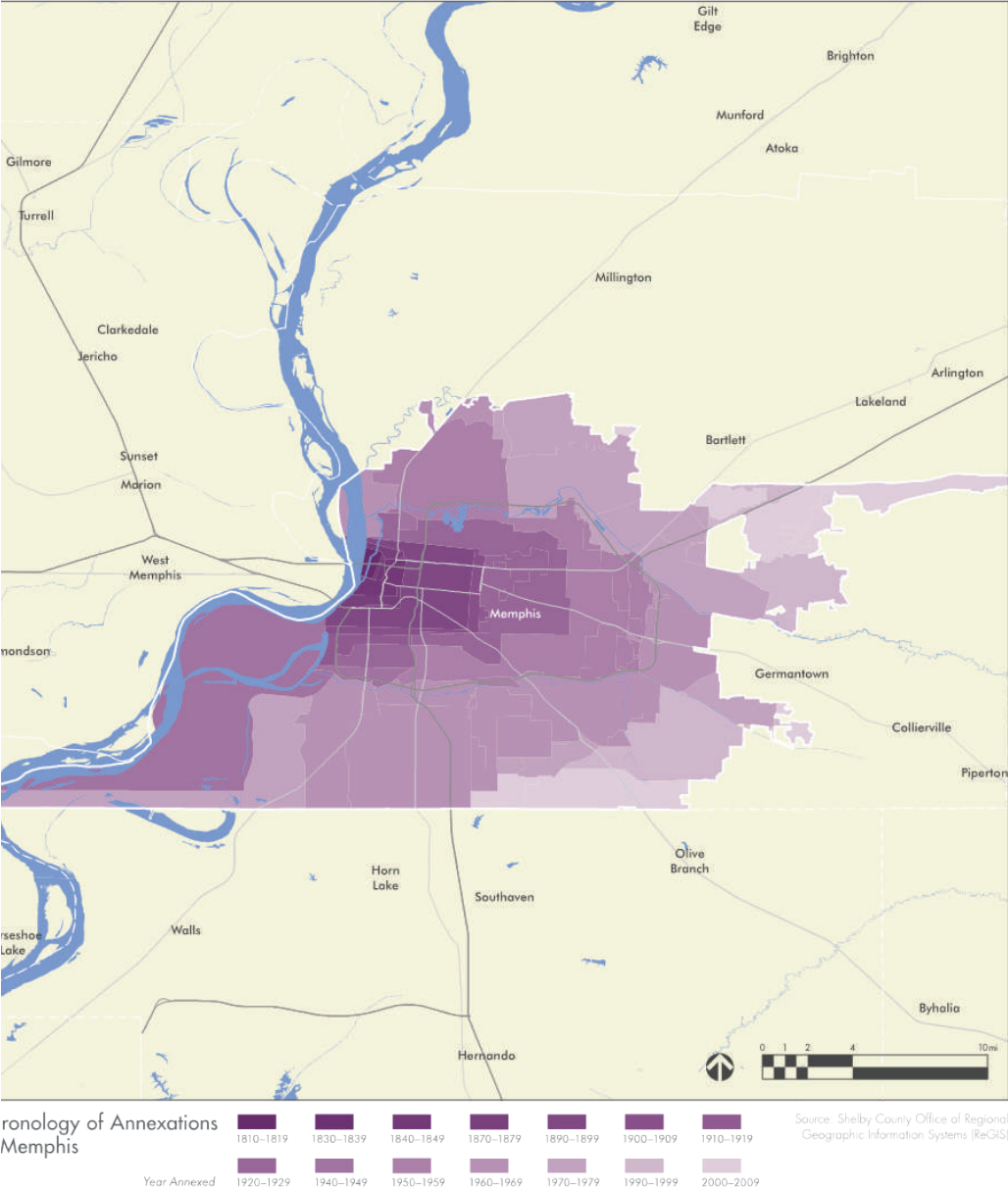
The Great Recession also saw a dramatic slowdown in the pace of Memphis' outward growth. Since the end of the recession in 2011, local and state policy changes have made it much more difficult to continue the pattern of growth through annexation. As annexations have slowed, Memphis' population has increased slightly – reaching a high point of 657,000 in 2015, with much of the recent growth occurring within the City's existing boundaries. While new single family home development has slowed considerably from an annual average of more than 4,000 between 1995 and 2007 to an average of 900 between 2008 and 2016, multifamily and mixed-use development has rebounded.

De-annexation and a New Era of Development (2016 to present)

In 2013, the City’s ability to easily annex land became more difficult with the passage by the Tennessee State Legislature of Public Chapter 441, Acts of 2013, which established an annexation moratorium through May of 2014. Following that, Public Chapter 707, Acts of 2014 was enacted which voided the City’s authority to annex land without written consent from property owners in the affected area or without holding a referendum. Since then, the City has evaluated the financial impact of de-annexation in an effort to respond to community desire and to promote sustainable, urban growth.

At the time of the production of this plan, the City has moved forward with the deannexation of the Eads and River Bottoms areas effective January 1, 2020, and the Southwind-Windyke, Rocky Point, and South Cordova areas effective January 1, 2021. The net result of these deannexations is a decrease in population by 1% and a reduction in land area by 10%. Alongside these actions, in 2017, the City discontinued the extension of sanitary sewer infrastructure outside the City of Memphis corporate boundaries, aligning with the Build Up, Not Out vision of this plan.

This effort to strategically shrink the City’s physical footprint coincides with historically high reinvestment and construction activity. In 2018, Memphis saw over \$1.5 Billion invested in combined residential and commercial construction, marking the fourth straight year of over \$1 Billion in construction activity. With more in the pipeline, the early years of implementation of Memphis 3.0 will be part of the City’s recent development boom.



The map above shows the chronology of annexations for the City of Memphis, with darkest being the oldest annexation areas and lighter colors representing the newer annexation areas.





Photo: FDavid Roseberry



Photo: City of Memphis

652,236

Population in 2017

US Census Bureau

“

I love Memphis' soul and genuine authenticity. Low cost of living. Opportunity!
-survey respondent



Photo: Memphis Farmers Market

11.7

Visitors per year (in millions)

Memphis Convention & Visitors Bureau Annual Report 2017

“

Memphis is a green city and there is so much to do.
-survey respondent

100

Miles of Greenways

MidSouth Greenprint

49%

Home Ownership

ACS 2015, 5-Year



Photo: Connor Ryan++



Photo: Connor Ryan



Photo: Lindsay Porter

“

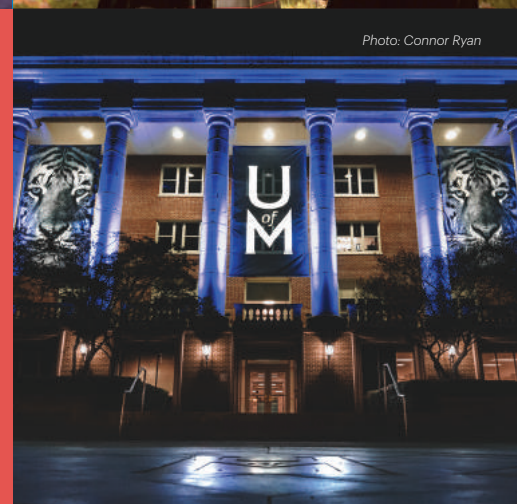
The people - it's Memphis' greatest strength. There are a lot of people that really want the best in this city.
-stakeholder respondent



#1

City for Black Entrepreneurs

Fast Company Magazine



44

Daily Transit Routes

MATA



41,700

Number of Minority Owned Businesses

The 800 Initiative



Photo: Connor Ryan

“

I live right next to the University of Memphis and the best thing is the walkability.

-survey respondent



33.5

Median Age

ACS 2015, 5-Year

15,000

People engaged in 3.0 process

Office of Comprehensive Planning

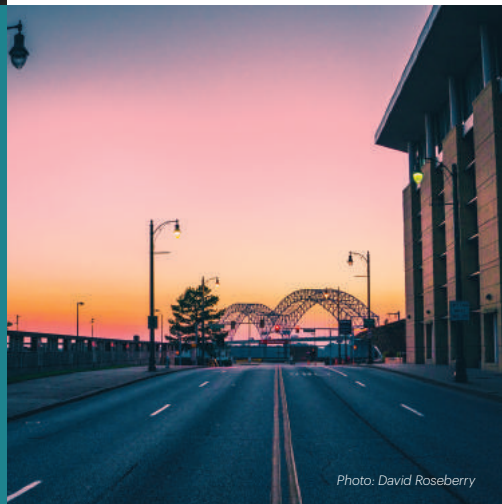


Photo: David Roseberry



Photo: Spotlight Productions

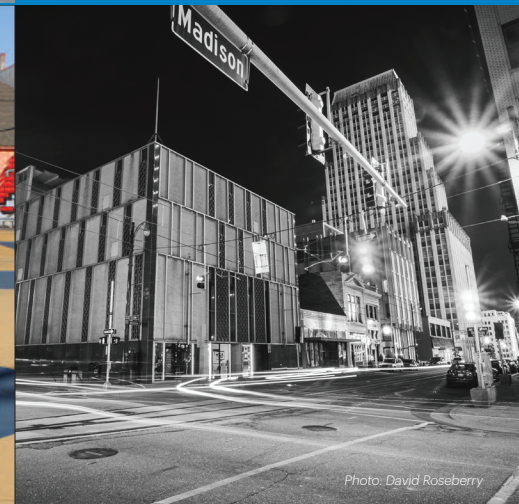


Photo: David Roseberry

“

The best things about Memphis are the climate, trees, water quality, overall cost of living, a revitalized downtown.

-survey respondent

Memphis 3.0



9,145

Acres of Park land

The Trust for Public Land

“

Memphis has smart, genuine people.

-survey respondent

Our Third Century

23

Memphis Today

Population and Households

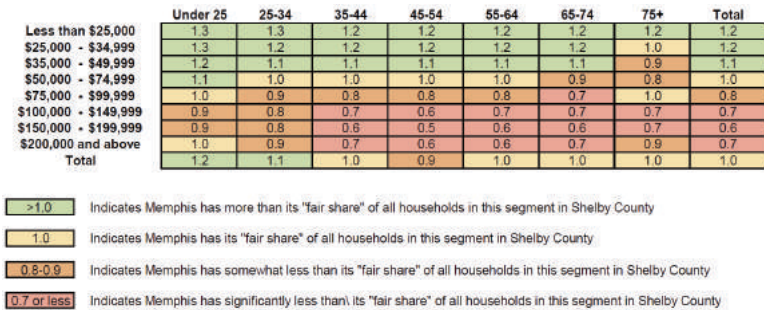
The City's current population is approximately 650,000 residents (251,000 households). The City's population increased from 646,000 to 660,000 since the last comprehensive plan was developed in 1981, falling to its lowest population during that period in 1990 at 610,000. Memphis' population is projected to increase 10% by 2040, representing the largest increase since 1960. Household growth is projected at 0.4% per year for Shelby County, with Memphis' share of that equating to approximately 74% by 2040. On average, that is about 1,300 new households per year in the City between now and 2040. This provides the opportunity to direct population growth in a way that supports existing neighborhoods, employment centers, available infrastructure, and the transit system.

Memphis' population is projected to increase 10% by 2040.

Age and Population

Although there are a lot of young people in Memphis, nearly 70% of all households have no children under the age of 18. While many families make housing decisions based on proximity to a preferred school, this data is evidence that most people make housing decisions based on other preferences. A study conducted for the Comprehensive Plan by Zimmerman Volk & Associates estimates that 52,000 households, or one-fifth of all Memphis households, move within the City annually, representing significant churn within the market. Demand exists within the City, but preference and quality to meet the needs of housing consumers must be addressed by existing and new supply of housing.

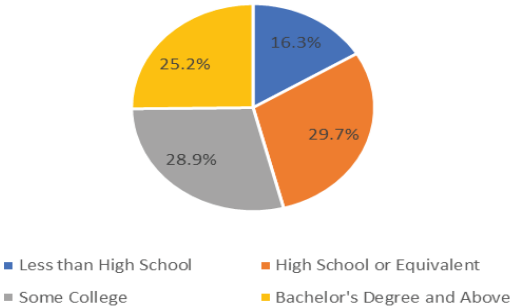
The City has historically lagged behind surrounding communities in Shelby County in attracting and retaining middle-age and middle-income households. Memphis attracts more than a fair share of households of individuals under 35, but as residents age, many choose to move elsewhere. Providing a broad range of housing types and addressing quality of life factors, particularly in areas that succeed in attracting households of individuals under 35, will be important for Memphis to maintain a fair share across age and income segments.



Fair Share Analysis. Shown above is the share of households in Memphis compared to all of Shelby County by age and income segments. Chart Source: ESRI, RCLCo.

The population of Memphis is aging. Nearly 23% of Memphians are 55 or older. As the 2040 plan horizon approaches, individuals 35 years and older today will begin to shift toward retirement age. Research shows, on average, men and women in the U.S. live five years longer than in 1980. There is demand today for different housing options to address accessibility needs of older adults. As preference grows for people to live in smaller units, redevelopment of existing housing stock and new development should include more townhomes, condominiums, or apartments. Zoning changes that encourage accessory dwelling units (ADUs), multi-family housing, and mixed use are critical in supporting older adults to remain in existing communities or live near family. Development should be encouraged in areas with greater walkability and access to transit to accommodate a range of population groups, including an aging population.

Educational Attainment in 2015



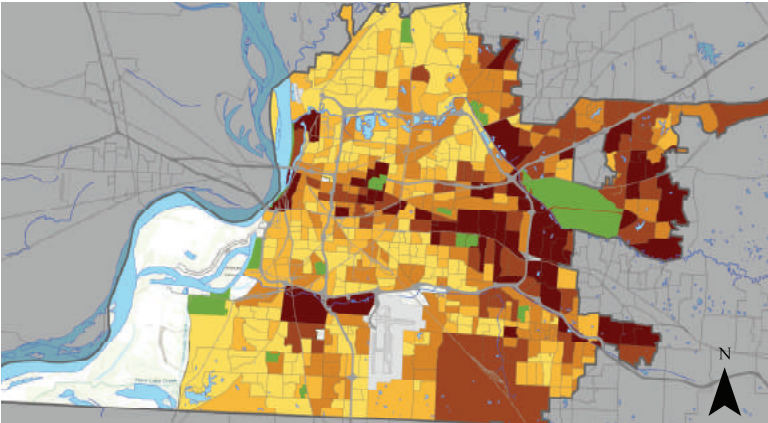
Educational Attainment. Shown above is educational attainment for the population 25 and older in the City of Memphis in 2015. Most of the population 25 and older has at least a high school diploma or equivalent. Chart Source: ACS 2015 5 Year 2015.

Educational Attainment

The education levels of Memphis residents have increased significantly over the past decade and a half, although overall educational attainment is low compared to national averages and peer cities. Between 2000 and 2015, the number of Memphians with less than a high school degree decreased by 28%, while those with a bachelor’s degree or higher increased by 21%. Despite the gains in educational attainment, Memphis still had a relatively smaller number of college-educated workers compared to the U.S. in 2015 and lower wages relative to national wages. Of the top 20 occupations in the Memphis region, fewer than half of Memphians are paid a median wage of \$30,000 or higher in 2016.

Poverty/Low Income Levels

High foreclosure and bankruptcy rates, low household incomes, and other factors have created a situation in which many households in Memphis struggle with financial instability. Compared to the State of Tennessee and Nashville, the poverty rate is ten percentage points higher and median incomes are almost \$15,000 lower in Memphis. Demographics in areas of highest vacancy show incomes lower than the median household income for the City. This underscores the need for policies and actions addressing equitable economic development, decreasing household costs, improved transit service, and increased access to opportunity.



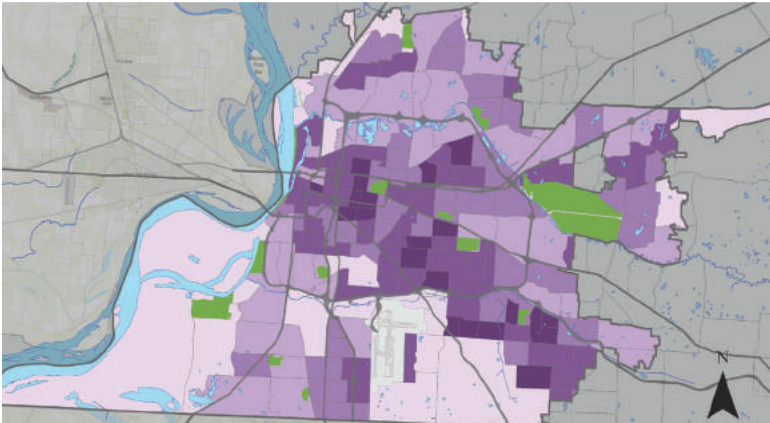
Social Equity. Lower values indicate higher poverty and social inequity. The lighter the color, fewer jobs available and social equity is a concern. (Source: ESRI; Greenprint 2014).

Existing Land Use and Density

The City’s development patterns have led to segregated land uses with a significant amount of land used for single family residential. About 60% of all housing within the City is single family detached. The City’s zoning and segregated uses has put more burden on the average resident attempting to conduct his or her day-to-day business. According to the 2015 5-year American Community Services (ACS) estimates, on average, it takes a Memphian 22 minutes to travel to work, putting more of a financial and quality of life burden on individuals. For those that use public transit, most have a commute of 60 minutes or more.

Low density and sprawl in Memphis have left the City and its 650,000 residents with infrastructure challenges related to maintenance and upgrades. Compact building design within existing communities can take advantage of existing infrastructure like roads, sewers, and public assets (like parks, schools, etc.). By increasing density and reducing land consumption, the City can reduce municipal capital spending. Even as the City explores de-annexation for certain areas, the population density remains low when compared to other major cities. Other associated costs of density are social in nature, people spend more time traveling from place to place as opposed to enjoying spaces and time with their friends, colleagues, and family members.

In some planning districts where density is higher than the City average (like Lamar, Jackson and Core districts), infrastructure could

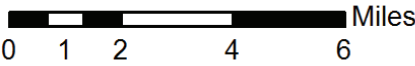
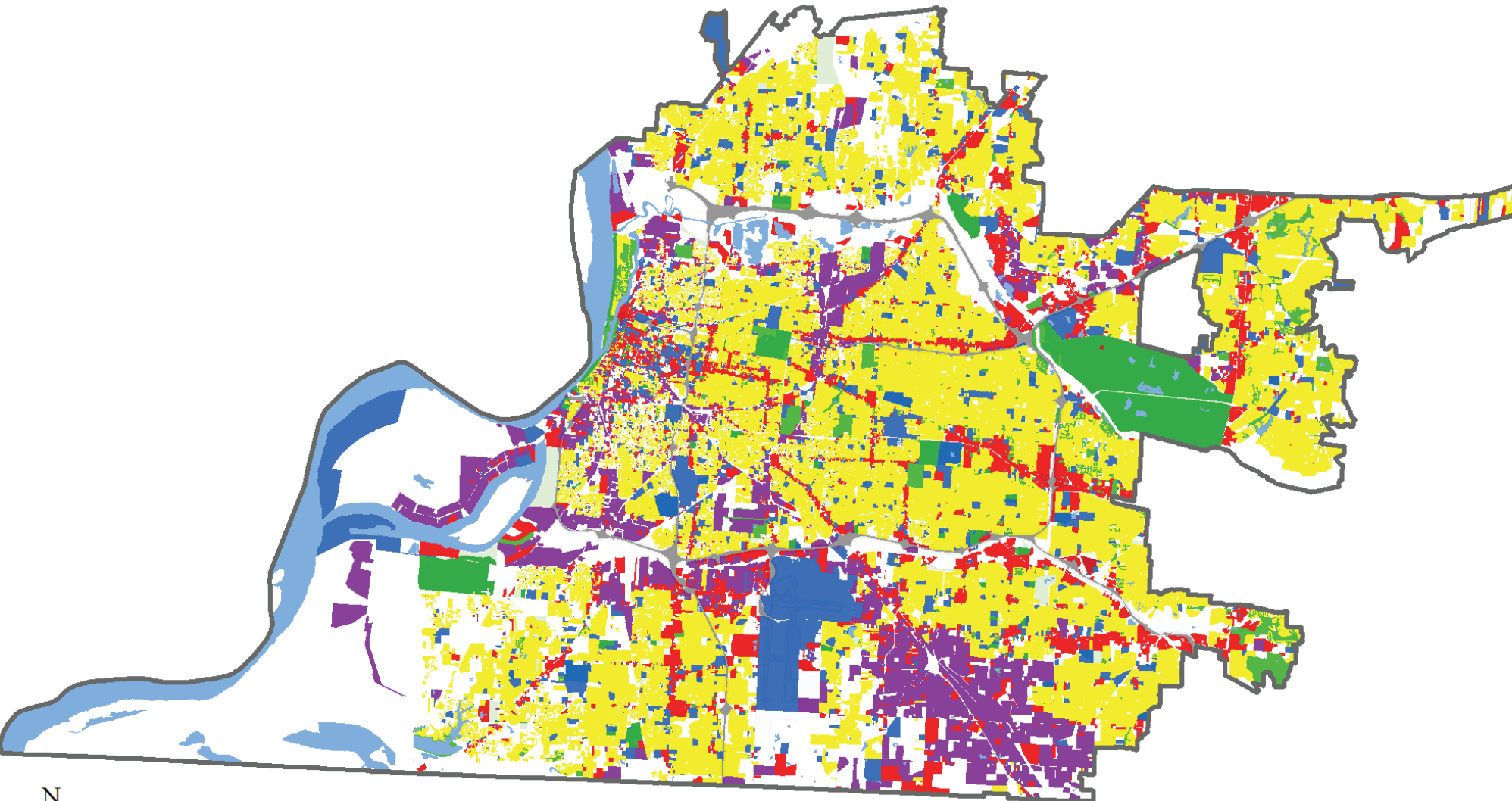


Population Density. The above chart represents people per square mile for the City of Memphis from 1990 to 2015. As the City grew and spread out over the years, density has decreased. Chart Source: US Census Bureau 1990, 2000, 2010; ACS 2015 5 Year 2015.

Existing Land Use

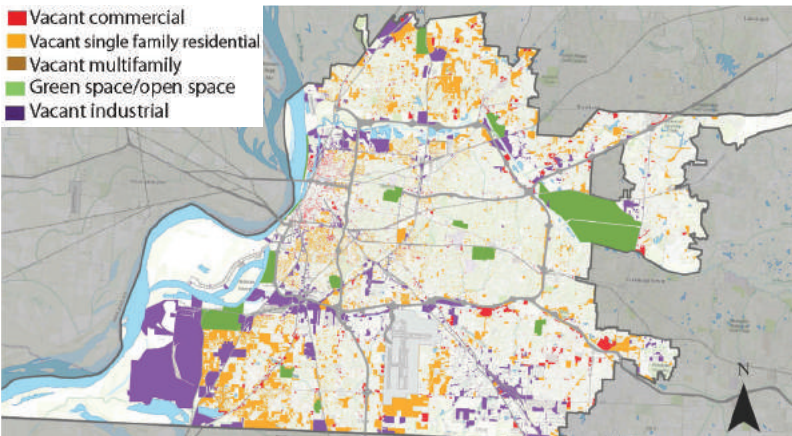
The map below shows existing land use by parcel.

- Residential
- Commercial
- Industrial
- Institutional/Civic
- Recreation/Natural Resources
- Transportation/RR/Utilities
- Vacant Land



be improved by additional investments that support walkability, multimodal transportation options, and compact development. In more suburban areas with small pockets of medium to high density (like Frayser and Hickory Hill), more significant interventions would need to occur to improve connectivity and support transit access.

The built environment, including public spaces, can shape and support health outcomes. These amenities can come in the form of parks, open spaces, cultural institutions, and public art. However, not all



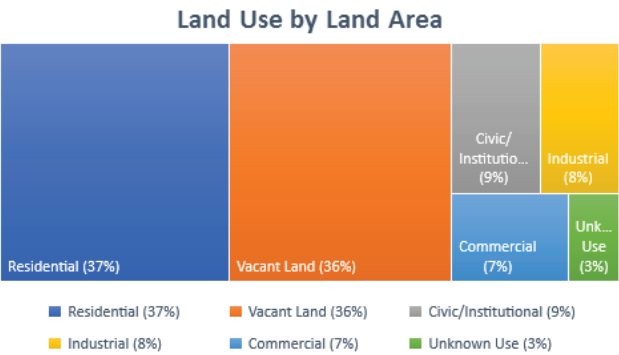
Vacant land by land use. The map above shows vacant land by land use based on existing zoning districts (78 square miles of vacant land). This excludes open space zoning like floodways, conservation, agriculture, etc. Source: Shelby County Assessor Parcel Data, 2016; Bluff City Snap Shot 2015.

are accessible for all Memphians nor are they the same quality in every neighborhood. It is essential that all Memphians have equitable access and high quality vibrant civic spaces to support health outcomes and social cohesion.

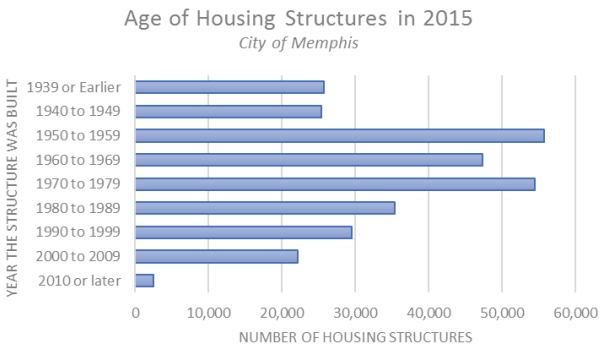
Housing Stock

More than 52% of the City’s housing stock (this includes single family and multi-family residences) was built before 1969. As the number of housing units in Memphis increased over time, household growth was too slow to generate sufficient demand for the older houses in older parts of the City. Costly housing maintenance and resulting neighborhood deterioration prompted individuals with the financial means to move to newer neighborhoods in the eastern part of the City. This is especially true along the North and South corridors of the core city where home repairs have become too costly without financial assistance for those with lower incomes.

Research shows a correlation between aging housing stock and energy burden. Individuals who live in areas with homes built in the 1950s and earlier face higher energy burdens, or pay more for utilities and water usage, than others in the City. A report released by the American Council for an Energy-Efficient Economy (ACEEE) found that Memphis households pay 6% of their annual income on energy costs, higher than any major city in the nation. In lower income communities, average energy costs equate to 13% of annual income.



Land Use by Land Area. The chart above shows land use by land area in the City of Memphis. Over half of all land in the City is either residential or vacant land.



Year Built. The above chart represents the year built for homes in the City of Memphis. The majority of homes in the City were built between 1950 and 1979.

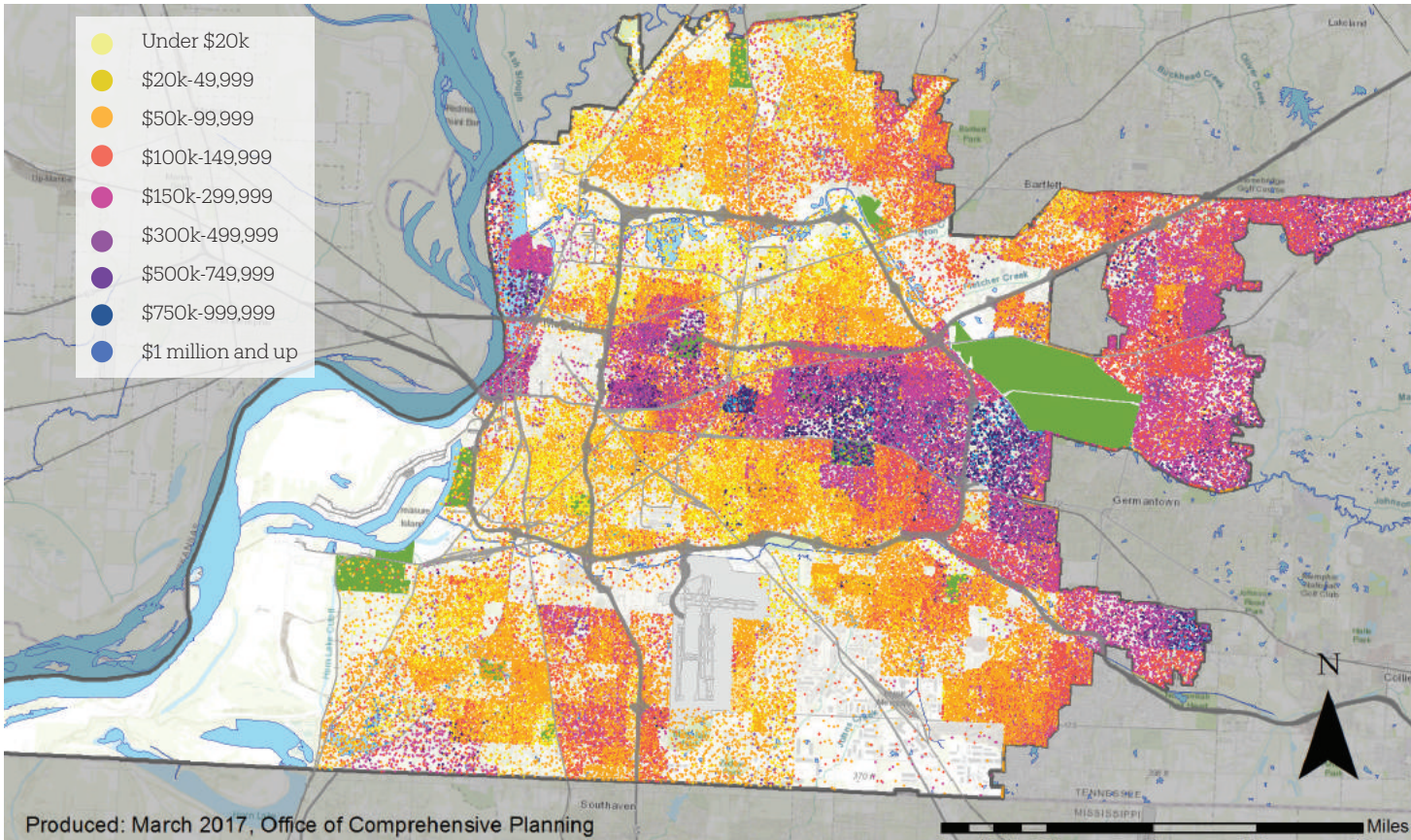
Vacancy and Blight

As homes were built and occupied in newer subdivisions in the ever-expanding fringe of the City, many of Memphis' older neighborhoods experienced significant vacancy and blight. Most unoccupied buildings of various uses (residential, commercial, and industrial) throughout the City are suffering from structural issues and deferred maintenance further contributing to the overwhelming number of vacant and blighted structures. A vacancy rate of 16% for housing units, 10% for other uses (office, industrial, and retail space), and 56 square miles of vacant land has left the City with areas with weak housing markets and low demand. Blight comes not only in the form of unoccupied, unmaintained structures, it can include vacant lots, high weeds and grass, substantial amounts of trash scattered in a neighborhood, or illegal dumping. In the fall of 2016, it was reported that 48,452 parcels (about 13%) in the City have an indicator of blight.

Housing Affordability

Nearly half of households spends more than 30% of their incomes on housing (the standard measure for housing affordability), indicating a need for not only more affordable housing, but a balanced market approach with a focus on housing affordability, type, and quality. Often, people with disabilities will require affordable housing options with universal design to meet their needs. Memphis can expect about 1,300 new households per year between now and 2040. Of the new households projected to choose Memphis as their

Universal Design, the design of buildings, products, or environment to make them accessible to all people, regardless of age, disability, or other factors



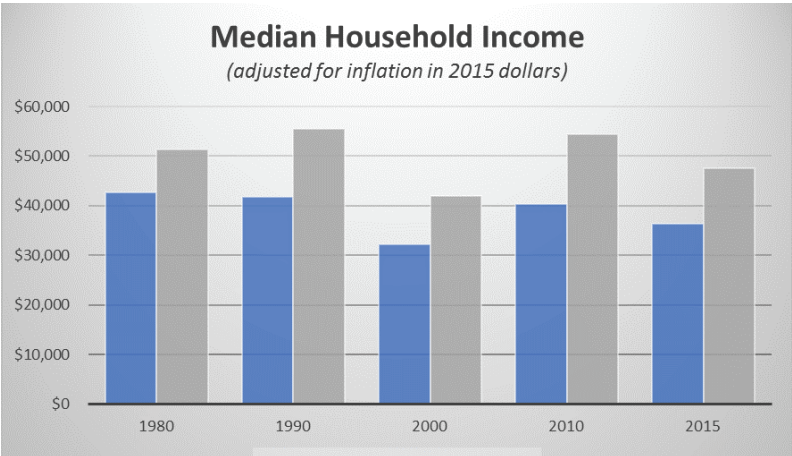
Housing Value. Housing value is the ACS respondent's estimate of how much the owner-occupied property (house and lot, mobile home and lot, or condominium unit) would sell for if it were for sale or the "price asked" if it is on sale. Source: ESRI; ACS, 2015)

home, research shows an overwhelming preference for multifamily units (47%) followed by a split demand for renovated single family housing stock and new single family construction (24% and 23% respectively). A market analysis completed for the plan indicates a surge in interest for single-family attached housing, creating room in the market for missing middle housing and increasing density and affordability in strategic areas of the City. Missing middle housing is a range of multi-unit or clustered housing types compatible in scale with single-family homes that help meet the growing demand for walkable urban living. Examples include duplexes, triplexes, fourplexes, and cottage courts similar to the mix of building types that can be found in older areas of the City.

With more than half of Memphians being renters, it is pertinent that renters and their needs are included within the market approach. According to a 2016 Report by the Memphis Division of Housing and Community Development, there are 4,200 rental units in the City that are considered substandard housing.

Homeownership

Homeownership, a key mechanism for building and transferring wealth, has declined in most parts of the City. The overall share of Memphis households who own their home was 49% in 2015 while homeownership rates for the U.S. were nearly 64% during that same time period. The

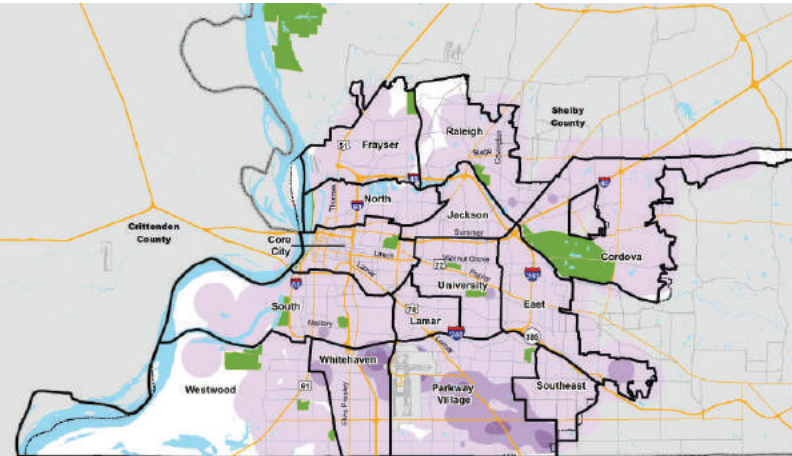


Median Household Income. The chart above represents the median household income for the City of Memphis from 1980 to 2015 compared to the national median household income. The income amounts are adjusted to reflect 2015 dollar values. Chart Source: US Census Bureau 1980, 1990, 2000, 2010; ACS 2015 5 Year

decline in homeownership was not uniform across the City; it was experienced primarily by African-American households and located more in certain districts than others such as Frayser, South, Jackson, and Oakhaven-Parkway Village. These factors increase the difficulty for the majority of Memphis’ population (African-Americans and other people of color) to build and transfer wealth and move out of poverty.

Economic Outlook

Memphis is home to FedEx World Headquarters, St. Jude Children's Research Hospital, AutoZone World Headquarters, and International Paper World Headquarters, among other business and industry leaders. Today, the transportation and warehousing sector is the major industry driving the Memphis economy, with additional specializations in health care, medical technology manufacturing, other selected manufacturing industries, and tourism. For many decades, Shelby County has held a dominant position in the transportation and warehousing sector as compared to the U.S. and peer regions; however, in recent years, other regions have outpaced Memphis in job growth in this sector. Memphis also has specializations in administrative and support services, specialized medicine, medical technology manufacturing, resource-intensive manufacturing and materials processing and manufacturing, food and beverage manufacturing, and tourism and entertainment.



Transportation, Warehouse, and Wholesale Employment, 2014. The map above shows concentrations of the current transportation and warehousing industry. Source: Strategic Economics, 2017; Longitudinal Household Employment Dynamics, 2014.



Market-Driven Residential Investment Shed. The map above highlights the potential population and employment growth area (in yellow) based on past trends. Blue and red dotted lines illustrate where industrial and office development is likely to occur. Green dotted lines indicate areas of potential residential stabilization.

In addition, the City is taking steps to diversify its economy by attracting knowledge-based jobs. Compared to the U.S. and peer regions, Memphis has a relatively low percentage of jobs in professional services, information, finance, and management, but there have been signs of progress in recent years. These knowledge-based sectors are projected to drive economic growth nationally in the coming years. Efforts by University of Memphis, EpiCenter, StartCo, and others have poised Memphis to take advantage of this growth.

In recent years, Memphis' market has experienced a trend of movement of existing households and jobs among competing areas of the City. While there have been some significant developments, particularly development of new housing units and movement of industry leaders to Downtown Memphis, market forecasts anticipate that market-driven residential, retail, and office development will concentrate in a "cone" from Downtown, along the Poplar corridor, edging out to Germantown Parkway. Areas south of Downtown, near the Memphis International Airport, along the Lamar Avenue Corridor,

and areas in the northeast portion of the City show potential for new industrial development and redevelopment.

While the City has spread to 324 square miles, the City is strategically moving to target limited infrastructure resources. Short-term City and regional infrastructure plans are focused on directing resources to address critical needs in existing neighborhoods and economic development target areas. This includes major road improvements, repaving existing streets, bridge maintenance, and bicycle and pedestrian improvements and refocusing on the maintenance of the existing sewer system, rather than continuing the historic pattern of outward expansion.

**The City has 82 square feet of retail
per person – compared to 23.5
square feet nationally.**

Retail and Industrial Land

Job growth is projected to be slow and steady through 2040, amounting to about 26,000 new jobs. The greatest job gains are forecasted in leisure and hospitality, construction, and education and health. The City's retail supply has grown faster than the population. Between 2000 and 2017, the City's total retail inventory grew by an estimated 17%. In comparison, the population grew by 1% between 2000 and 2015. New development will be necessary to replace older strip malls and shopping centers, which may not meet the preferences of modern retailers (especially national chains). Overall, however, the City of Memphis has an estimated 82 square feet of retail space per person, compared to a national average of 23.5 square feet per person, which is considered an oversupply.

Projections show industrial and flex jobs will likely be developed in areas where there is existing industrial activity and new or modified buildings such as the Oakhaven area, Pidgeon Industrial Park, President's Island, and on the borders of Frayser and Raleigh. It is unlikely that new industrial operations will inhabit areas with vacant and outdated industrial space due to the age of infrastructure and the distance from other industrial activity without targeted investments.

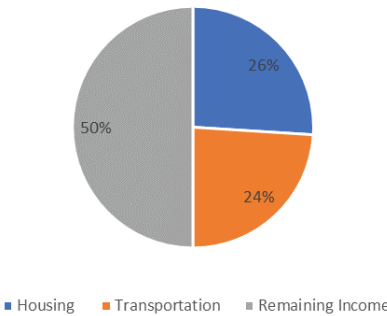
Transportation and Related Costs

As employment growth and commercial investment shifted from the core, this created accessibility challenges for workers. More than 50% of jobs in Memphis are concentrated in three general areas: the Core City (Downtown and Midtown), East Memphis, and the area east of the Memphis International Airport. On average, it takes Memphians 22 minutes to travel to work by car and 60 minutes or more by public transportation.

The Center for Neighborhood Technology reports that the average cost of car ownership in Memphis is \$11,465 a year, including insurance, maintenance, and gas. For households that earn less than the median household income (\$36,445), this cost can be nearly one-third of their gross income. By aligning land use and transportation planning, better decisions can be made to connect the community to support access to jobs and businesses by all modes and create a more frequent and connected transit system.

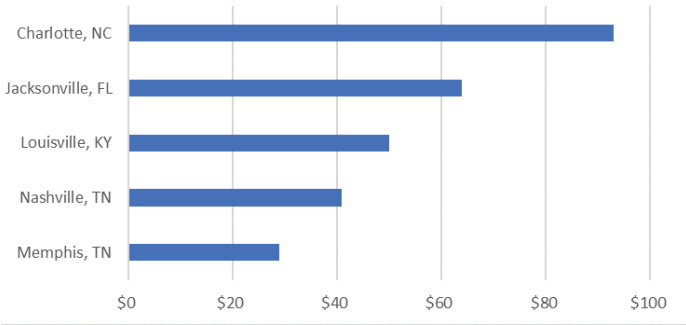
Improved transit can help address financial burden on residents by better supporting Memphians who have no vehicle available and reducing their need for automobile ownership. The Memphis Area Transit Authority (MATA) has faced declining ridership, service cuts, and maintenance issues in recent years while still trying to provide

Average Housing and Transportation Costs



Average Housing and Transportation Costs. The chart above represents the average housing and transportation costs for the typical Memphian. The Center for Neighborhood Technology identifies transportation as typically the second highest expense for a household next to the cost of housing. Source: Adapted from <https://htaindex.cnt.org/fact-sheets/> for Memphis, TN

Local Transit Funding Per Capita
2009 - 2013 Average Per Service Area Population



Local Transit Funding. The above chart shows the local transit funding per capita for Memphis' peer cities from 2009 to 2013. Source: Adapted from Innovate Memphis: Transit Funding Working Group White Paper 2016, page 12

reliable transit service. The City's land use and growth patterns have hindered the ability of MATA to operate frequent service and the agency has prioritized providing coverage to all areas of the City. A network of low-frequency routes limits people's ability to quickly travel from their homes to their jobs. As a part of the plan, a short and long-range Transit Vision was developed and which increases frequency and provides more access to jobs within an hour, and increases weekend and evening service.

The Community Speaks



A priority of the Memphis 3.0 planning process was to reflect the needs and desires of Memphians by seeking contributions from as much of the community as possible, transparently and authentically. The multi-phase participatory process included multiple avenues for Memphians to share opinions and make recommendations on city and district-level strategic actions. Planners worked with local organization partners, artists, architects, and nonprofits to identify and understand the assets and issues of Memphis from the people who interact with the City daily, shaping the plan's guiding principles and leading to the City's vision: BUILD UP, NOT OUT.

Citywide Input

The Memphis 3.0 planning process was grounded in a commitment to community involvement where a fair, equitable, and accessible process gave every resident a chance to speak up about the future of Memphis. The Comprehensive Plan guides growth and seeks to reverse negative outcomes related to sprawl and disinvestment. Through an understanding of the assets and issues of Memphis from the people who interact with the City daily, the Build Up, Not Out vision was developed.

To sustain the plan and ensure that it states the vision of the future as decided by the people, the plan set out to reflect the true needs and desires for Memphis by seeking contributions from as much of the community as possible, and as authentically and transparently as possible. The participatory process included multiple avenues for people to share their voices, view findings, and make recommendations on City priorities and district-level strategies and actions.

The engagement from residents throughout the two-year planning process provided major takeaways for the planning team that informed future initiatives and Comprehensive Plan updates. Relationships between the City and its residents require a foundation built on trust and commitment to continuous improvement. This includes a transparent and honest government that is responsive to the needs and requests of a neighborhood, along with the understanding that engagement is not a one-time transaction but an ongoing commitment.

Before the planning process was underway, a nine-question electronic survey was administered through the Memphis 3.0 website and Facebook and taken by 524 individuals. In the survey, people were

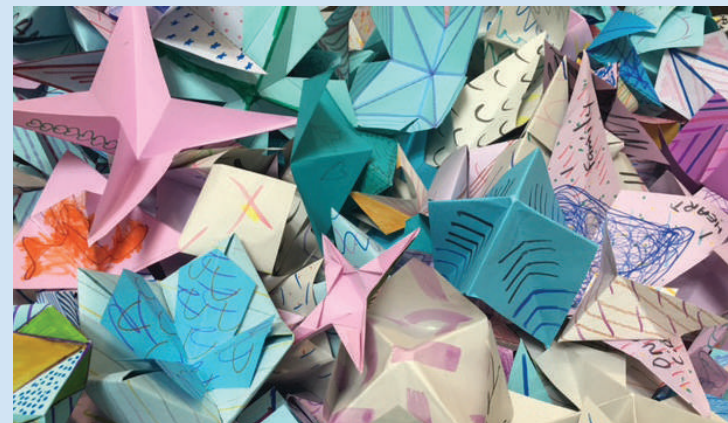
asked about their likes and dislikes of Memphis, their ideas for improving the City, and their thoughts on what it would take for Memphis 3.0 to be a success. The survey also polled individuals on the best ways to obtain their input. Overwhelmingly, people said social media/online tools or community meetings were the best ways to involve them in the planning process. The Memphis 3.0 plan kicked off November, 2016, with 14 public meetings in 14 days, debuting a robust, standard-setting community involvement approach. Throughout the process, the Office of Comprehensive Planning (OCP) of the Division of Planning and Development (DPD) worked with technical advisors with unique perspectives on community engagement. OCP and local partners received training and assistance with strategy development to aid in reaching a multitude of audiences throughout Memphis.

Throughout the process, OCP and its partners engaged nearly 15,000 individuals (which included almost 5,000 surveys), partnered

**More than 15,000 Memphians
participated in the planning process.**



Memphis 3.0



with 42 Citywide and neighborhood organizations and enlisted over 60 Memphis 3.0 Ambassadors who volunteered to assist in event coordination and recruitment during the Comprehensive Plan. With every public event, a primary goal was to gain as much knowledge of residents' experiences in Memphis to fuel research of effective strategies and policies from other cities, along with funding opportunities. It was equally important to educate participants on existing conditions in the City and how the intervention of planning for the future could positively impact the City.

Phase 1: Background

From December, 2016, through February, 2017, the engagement efforts of Phase One: Background were aimed at understanding, through community discussion, what the public considered as strengths, weaknesses, and opportunities of the City. At the start of 2017, OCP held 14 public meetings, attended by nearly 1,400 residents. Simultaneously, OCP conducted an online survey with more than 520 people between the ages of 17 and 89 (the median age was 53). OCP created four core commitments that came out of the initial meeting discussions to guide the engagement process: Transparent, Responsive, Flexible and Community-Oriented. The planners developed an inventory of current conditions in the City of Memphis based on the responses. This helped planners see where issues like blight, vacancy, and lack of opportunities/ access to employment occur the most and how insufficient transit was contributing to them. Lack of quality transit prompted the planning initiative to create a Transit Vision with Innovate Memphis and Memphis Area Transit Authority (MATA). This inventory later led to a list of 44 best practices that were presented to residents in the second phase.



OCP received more than 15,000 comments over the three months of Phase One. The comments highlighted assets in Memphis: what keeps them here and what they appreciate about them. Participants also identified a multitude of challenges and issues. Those challenges and issues can be summarized in 10 Common Themes as shown on the bottom of the page.

Phase 2: Vision and Goal Setting

Phase Two was centered around visioning and goal setting, aiming toward a set of shared priorities for the City over the next 20 years. By narrowing down the 10 Common Themes, the team identified draft goals for the Comprehensive Plan and gained feedback from residents on how they shape the future vision of Memphis.

From March through August 2017, OCP held 11 public meetings, gave six presentations with an opportunity for questions and answers, and attended five community events with other partners. Later, these findings were reported back to the public through four Citywide presentations. Approximately 880 residents attended. Ages of individuals ranged from 12 years old to 91 years old (the median age was 45). After funding was raised to conduct the Transit Vision planning process, collaborative efforts between OCP, Innovate Memphis, MATA, Metropolitan Planning Organization (MPO), and community partners began to survey and gain feedback from residents.

Many of the comments reiterated what was previously stated in the first phase, presenting specific issues and opportunities for change that were most valuable to residents. People generally wanted to see the Comprehensive Plan work toward the following issues, which later became early goals: additional transportation options; increasing



reliability and frequency of bus service, streets and neighborhood redevelopment to support density and schools; increase access to healthy food, quality parks and public facilities; strategically reuse empty lots for neighborhood redevelopment or address environmental concerns like flooding; create more programs for youth; promote programs to renew blighted properties; protect the Memphis Sand Aquifer; and implement programs to reduce waste; and to explore and promote renewable energy resources.

Phase 3: Future Growth and Scenario Planning

Phase Three was to better understand Memphians' values and how they translate into the future growth and redevelopment of the City's neighborhoods. This phase aided the final refinement of the vision and goals and established a preferred growth scenario for the next 20 years.

Four workshops were held across the City between September and November 2017, to discuss where new housing, jobs, and redevelopment should be prioritized based on three growth frameworks: following the trend pattern of growth, growth in the core and along major corridors, or growth around neighborhood centers. This round of engagement was challenging as it involved asking more than 2,000 residents to discuss trade-offs and to select one value over other values to determine a growth framework for the City. OCP conducted eight engagements at other events, worked with six partners to engage their stakeholders, hosted three presentations, and conducted online and paper surveys. Ages of individuals engaged ranged from 12 years old to 91 years old (the median age was 45).

People spoke out against following the projected growth trend of Memphis, saying that it had not produced an equitable City, discouraged

density, and decreased the City's vitality. Participants favored a balanced approach to growth with half expressing a preference for increased growth in the core and along major corridors and the other half expressing a preference for growth focused in neighborhood centers of activity.

Phase 4: District Planning and Plan Development

Phase Four, the largest engagement phase, involved dividing the City into 14 geographic districts and assigning planners to each district to develop district-based visions, strategies, and guiding actions for the next 20 years. This phase involved extensive outreach and publicity, along with balancing different modes of engagement from large public meetings to individual interviews or focus groups.

Between November, 2017, through August, 2018, the planning team combined its efforts with various organizations, artists, and architects/designers. In all 14 districts, a series of three workshops were conducted to envision the future of the neighborhoods. Workshop One asked community members to identify assets, challenges, and places of opportunity in their neighborhood. Workshop Two involved coordinating neighborhood tours based on feedback from the first workshop as a way to invite more residents to solidify their ideas and community goals. At Workshop Three, the planning team shared a draft vision and objectives based on the feedback heard in the district and worked with community members to amend or affirm those objectives and develop future actions.

With the help of local artists selected by the Urban Art Commission, outreach expanded and 4,500 residents were part of the process. Participation varied by districts, ranging from 10 people to 100 people at



each of the district workshops. Participation generally decreased in the eastern districts closer to the City's boundary.

As a part of the process, OCP promoted building capacity and supporting the local economy. With support from BLDG Memphis, neighborhood partners were selected and funded \$1,500 to \$2,000 to help support the work of the Comprehensive Plan. Of those funds, only \$500 was dedicated to supplies and the remainder was used to compensate for time. Twenty-eight neighborhood partners were contracted for the process and paid a total amount of \$62,000. OCP also identified caterers from the local districts to support by providing food and transportation for district meetings. During that same time period, \$9,200 was paid to food service providers and \$8,100 to local tour operators.

District outcomes varied based on the geography, people, and issues relevant to the area. Generally, participants identified a common vision that supports the needs and desires within a district. Individuals and stakeholders identified current and potential places of activity, referred to as anchors in the planning process. These anchors would be the priorities within districts and would focus future efforts on creating mixed-use centers and areas of opportunity.

Youth Engagement

OCP worked with different community involvement partners such as Boys & Girls Club, Bridges, Streets Ministries, and schools to include youth voices throughout the process. Twenty-five percent of Memphis' total population is below the age of 17 (ACS 2011-2015). With a quarter of the population needing jobs, homes, and places to connect as they age, it is in the best interest of Memphis to continue improving youth services and creating assets throughout the City in order to create the types of communities where residents want to remain.

OCP held four workshops with youth to discuss location preferences for new housing, new jobs, and redevelopment. OCP conducted eight pop-up engagements at other events, gave three presentations and conducted an online and paper survey at events to gain participation of youth. In most engagements, youth identified places they wanted to see change, future growth, and development in the City. The information gathered from these youth exercises informed the plan's goals and objectives, along with identifying community assets and places of importance throughout the districts. Nearly 500 young people were engaged in youth-specific workshops, with the majority of ages between middle and high school.

Most of the public comments from youth were incorporated into the district plans as their feedback was more specific to geography. Generally, youth had many ideas and suggestions for improving public spaces. Some mentioned small parks in areas that are vacant, adding lakes in flood zone/prone areas, and decreasing block lengths to make walking more appealing and pleasurable. Many discussed safety and gave planners the opportunity to share complete streets design techniques that increase safety and activity in the area.

BLDG Memphis

The Office of Comprehensive Planning (OCP) directed the community engagement during the Memphis 3.0 planning process and sought collaboration with local organizations to assist in gathering input from the Memphis community. OCP partnered with BLDG Memphis, a non-profit coalition that provides capacity building through its network of involved community development corporations (CDCs) and other organizations. The agency has been on the forefront of incremental urbanism and policy development to improve communities in the City, supporting neighborhood planning efforts for several years. BLDG Memphis supported the 3.0 effort by developing and refining community engagement strategies, coordinating site logistics, and identifying and supporting neighborhood partners.

In collaboration with BLDG Memphis, OCP posted Requests for Proposals (RFP) that encouraged leaders or organizations to apply for a small grant (\$1,500 to \$2,000) to assist in educational outreach. These neighborhood partners were integral in helping with events and information distribution such as publishing ads in newspapers, airing ads on local radio stations, and designing community t-shirts. BLDG Memphis hosted 'partner orientations' for community groups, planning staff, architects, and artists to identify engagement strategies that were specific to the district. BLDG Memphis also co-facilitated planning workshops throughout the process.



Artists and Planning

In a unique partnership, OCP contracted with the UrbanArt Commission (UAC) to broaden the representation of community voices by embedding artists in the district planning process. UAC has expertise in the creation of public art and project management. Through the partnership, UAC commissioned three artists, a documentarian/storyteller, a musician and writer, and a visual artist to support Memphis 3.0. Each artist worked with a team of planners and architects to enhance communication and outreach to Memphians across 14 districts.

Over the course of the planning process, the artists engaged approximately 1,600 residents. These numbers, but more importantly, anecdotal accounts were made possible through sound recordings, focus groups, youth arts collaboration, and individual storytelling or interviews. The information gained from working with UAC artists provided a unique way to view urban planning issues and reflects the different engagement methods of individual artists and their styles. To view materials from the artists' led engagements, go to page <https://www.memphis3point0.com/artists>.

Yancy Villa-Calvo



Photo: Yancy Villa-Calvo

Yancy Villa-Calvo worked in the Core, Lamar, Oakhaven-Parkway Village, East, and Jackson districts. Yancy created GEMS (Go Explore Memphis Soul) to explore, share, and dream about the City. Yancy travelled around neighborhoods with the GEMS mobile, a traveling art piece loaded with eye-catching tools for people to record, draw, and write down what they love, dislike, and hope for their neighborhoods. She met with business owners, assisted in translation for events and documents, and worked with youth in schools to write essays that were glazed to pottery pieces. Yancy held more than 110 group interviews with more than 1,000 individuals, and recorded more than 522 GEMS.

Alex Greene



Photo: Alex Greene

Alex Greene's ReMix Memphis project conducted 55 engagement events in the North, Core, University, Westwood, and Southeast Districts. Greene recorded sounds around the City, capturing residential, transportation, and natural environments. Participants rated their reactions to each field recording (positive, negative, or neutral). Participants supplied answers to the prompt, "The sound of ___ is so Memphis." A sampling of public opinion on noises common to Memphis life, and a poll of sounds evoking the City's identity, emerges from more than 4,000 responses. Finally, Greene solicited tracks from 24 producers and musicians in the City who mixed his field recordings creatively with their own music.

Neili Jones



Photo: Neili Jones

Neili Jones was hired to work with staff planners in the districts of Frayser, South Memphis, Whitehaven, Raleigh, and Cordova. Her work during the Memphis 3.0 process was to collect stories from individuals and groups to understand the experiences in their neighborhoods and during their time in Memphis. She utilized photographs to probe residents on their thoughts, hopes, complaints, and general questions on the City and their districts. Neili held 70 interviews with different community organizations and leaders from around the City.

Growth Scenario Exercise

Phase 3 of the plan's engagement process began with a series of community discussions around key findings on the history of growth, forecasted growth patterns and its effect on communities, and determination of community values for future growth. To guide the community discussions, three examples of future growth were developed - Trend, Core and Corridors, and Neighborhood Centers - to engage community in the conversation on patterns of how the City could grow.

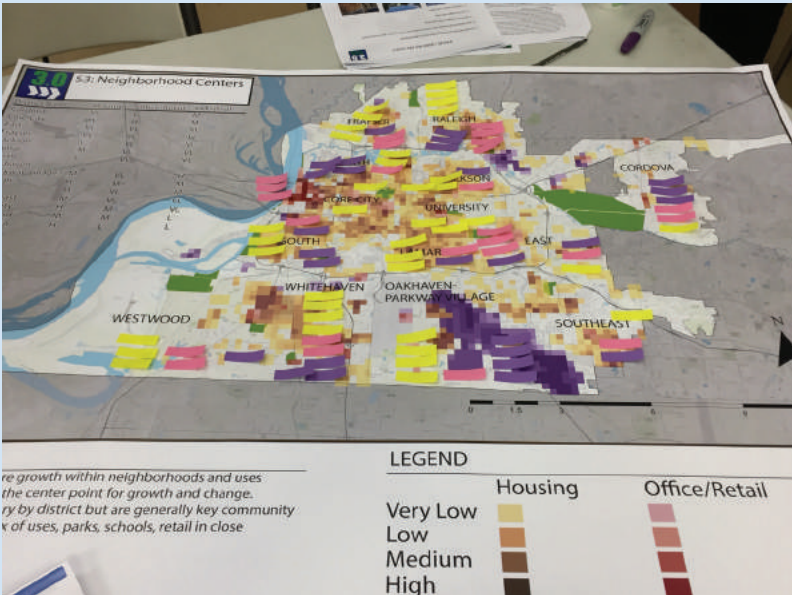
Land across the City was evaluated on several factors that influence development capacity. Parcels of land were assigned one of five categories: open space, agriculture, developed, undeveloped and under-developed. Development status was further analyzed by growth controls, such as zoning and land suitability factors, such as density levels, environmental constraints, land use, and availability of infrastructure, to arrive at scenarios allocating new residential, commercial, and industrial growth forecasted for the City.

Trend: building off a market forecast, this scenario assigns new growth within the forecasted trending area and areas adjacent. This scenario generally follows the theory that growth should be focused in or near areas of existing market strength.

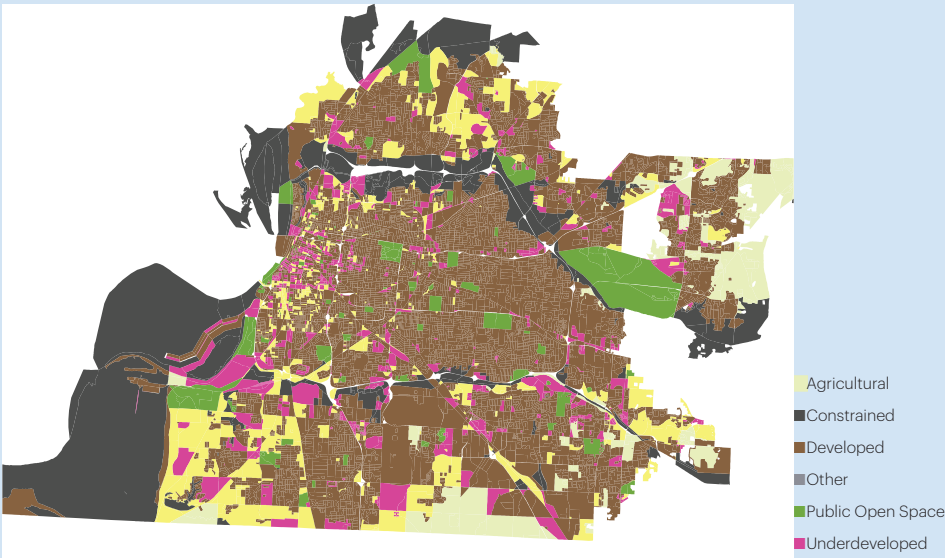
Core and Corridors: this scenario assigns new growth first in the Downtown area and radiates in all directions along corridors of greatest concentrations of residential, commercial, and industrial density.

Neighborhood Centers: this scenario assigns new growth in neighborhood-centered clusters throughout the City with less consideration for existing market strength or activity.

Key outcomes of each scenario were organized into value-based statements. In Phase 3 of the plan's community outreach, participants identified the values most important to them by thinking and discussing about future growth in the City. Once values were discussed and agreed upon among table members, participants reviewed growth allocations by individual planning district. Participants then reviewed a map of their selected scenario. Scenario maps organized growth allocations in each planning district into four tiers: very low, low, medium, and high. This allowed for input on an area-by-area basis. Tables made group recommendations on how they would change allocations based on their selected scenario.



Growth Scenario Exercise. Residents were able to adjust the intensity of growth allocations per district.



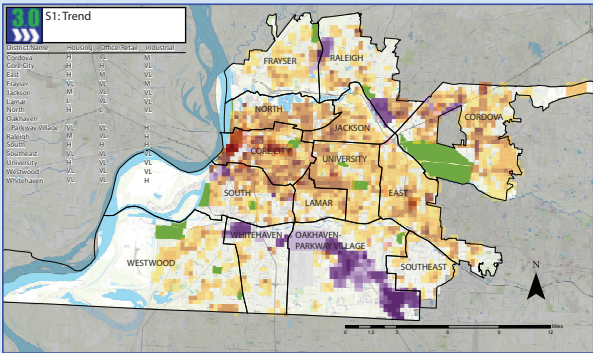
Ability To Develop. Areas of currently developed, undeveloped and under-developed were modeled and mapped above.

Growth Scenario Exercise

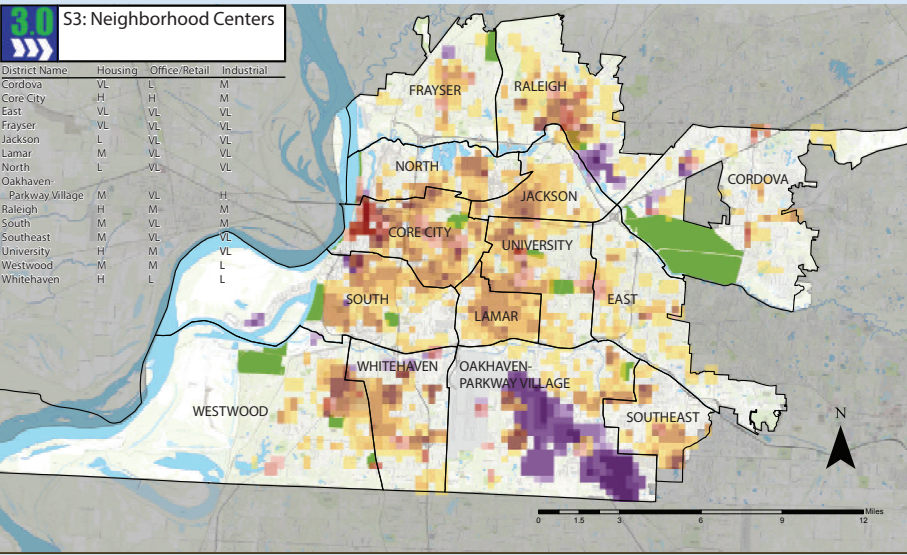
Based on approximately 2,000 responses in public workshops, online interactions, community meetings, and pop-ups, the public preference in the growth scenario exercise was split between the Core and Corridors and Neighborhood Centers scenarios, but clear on the community's values that the Comprehensive Plan should focus on smarter use of land, on providing greater connectivity and access, and by prioritizing opportunity and equity.

The growth scenario exercise provided a guiding framework for the manner in which the plan process initiated the development of the focus on anchors and the Future Land Use Planning Map, the Comprehensive Plan's guide for future growth.

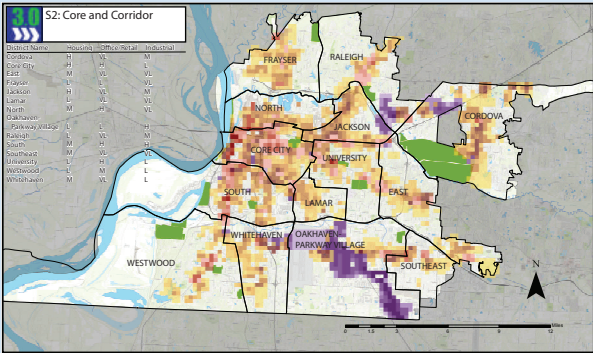
On the maps below and to the right, projected new activity in office and retail (in square feet) in shown in red, residential (in dwelling units) shown in yellow/brown, and industrial (in square feet) shown in purple. The darker the color the more intense the development.



Trend: building off a market forecast, this scenario assigns new growth within the forecasted trending area and areas adjacent. This scenario generally follows the theory that growth should be focused in or near areas of existing market strength.



Neighborhood Centers: this scenario assigns new growth in neighborhood-centered clusters throughout the City with less consideration for existing market strength or activity.



Core and Corridors: this scenario assigns new growth first in the Downtown area and radiates in all directions along corridors of greatest concentrations of residential, commercial, and industrial density.

Other Partners

OCP worked closely with the City's Office of Community Affairs to share plan information and identify neighborhood partners. The University of Memphis Design Collaborative (UMDC) and University Neighborhood Development Corporation (UNDC) were instrumental in involving students, planners, and volunteers along with publicizing events and gathering attendees.

Although 3.0 workshops and meetings are open to all members of the public, OCP made special considerations to ensure that people from all walks of life had equal opportunity to participate. OCP identified 12 local social service organizations that serve many hard-to-reach populations daily in order to expand collaboration, outreach, and opportunities for plan input across the City.

Citywide involvement partners were selected due to their extensive networks with populations like those who live at or below poverty or are homeless, people with disabilities, non-English speakers, families and youth, young professionals, and seniors. These partners played a crucial role in mobilizing their networks and creating the circumstances required to hear directly from groups on the key issues that affect them.

The principal involvement methods used by partners included focus groups, stakeholder interviews, surveys, and presentations. Community feedback through the partners was used to inform Citywide goals and objectives and district priorities for the plan. Each partner had participation goals unique to their network and organization. Community involvement partners used a myriad of tactics to achieve their outreach goals and often surpassed engagement with their service recipients due to their persistent efforts. Each partner was unique, as were their choices used to interact with diverse Memphian populations.

Agape Child and Family Services: Supports parents and children through a two-generation poverty reduction model, aiming to provide healing for family units and the community through school-based initiatives, workforce development, early childhood services, community safety, and trauma-focused support. Agape engaged its staff and site directors into this process by posting flyers of upcoming Memphis 3.0 events and through more detailed engagements at community cafés at their four sites. In total, Agape surveyed 274 Memphians.

Boys and Girls Club of Greater Memphis (BGCM): Enables young people to reach their full potential by providing various resources, training, and support groups in healthy lifestyles, good character and citizenship, academic success and career success. BGCM shared information through their youth and senior meals program and allowed

OCP team to conduct two-day urban design workshops at eight of their sites. 480 youth were engaged in the process.

Bridges USA: Provides students experiential learning activities to empower diverse relationships, prepare them for secondary educational opportunities and careers while engaging them in civic affairs in their communities. Staff co-developed a curriculum to engage youth around urban planning values, including what they wish to see come from the 3.0 planning process. Youth also completed a visual survey of places they love and places they want to change in Memphis. 120 youth were engaged in the process.

Community Alliance for the Homeless: Provides planning, technical assistance and service coordination to public and private agencies that are working to end homelessness in Memphis and Shelby County. Community Alliance hosted seven presentations and focus groups with its network of partners around issues and policy change to address and decrease homelessness. Community Alliance allowed OCP to survey more than 200 homeless individuals to better understand their situations and where systematic change should be prioritized during the annual Homelessness Connect event. They invited OCP to host focus groups and conduct surveys with network partners, reaching 675 Memphians in total.

Latino Memphis: Connects clients to needed services and educational/career advancement opportunities while ensuring that Latinos become an integral part of Memphis. Latino Memphis provided translations of documents, surveys, and public meetings in Spanish, Vietnamese, and Arabic and conducted several surveys and focus groups in Spanish.

Leadership Memphis/Volunteer Memphis: Mobilizes volunteers to make a difference and assists community organizations and businesses in developing successful employee engagement programs for volunteer opportunities. Working with Volunteer Memphis, OCP developed a Volunteer Ambassador Board (VAB) with more than 60 trained members and assisted at popup engagements and recording or facilitating community meetings.

Metropolitan Inter-Faith Association (MIFA): Offers a variety of scheduled programs and assistance to support the independence of vulnerable seniors and families in crisis. Presentations by OCP were made at MIFA's Senior Companion luncheons. MIFA also hosted its own engagement events, held stakeholder interviews and assisted in recording and facilitating meetings held at six community centers, engaging 785 Memphians.

Memphis Center for Independent Living (MCIL): Supports people with disabilities to live or transition to living on their own by offering comprehensive independent living programs, including advocacy, training, resources, and peer support. Through focus groups and accessibility scavenger hunts, MCIL staff and volunteers surveyed 177 Memphians with disabilities and asked about their experiences in Memphis.

Memphis Urban League (MUL): An interracial, nonprofit organization that provides direct services and policy advocacy to help individuals and communities reach their full potential. These programs include employment preparation, job placement, youth development, and educational support. MUL staff administered surveys at job training events that helped refine plan goals and objectives.

Neighborhood Christian Center, Inc. (NCC): Guides families toward stability and sustainability through ministries and empowerment programs, including employment education for women, early childhood and youth programs, marital support, ministry groups, and food/service assistance. Together, OCP and NCC staff conducted transit vision surveys at NCC events such as toy and heater drives; educated individuals on the Memphis 3.0 process, including posting flyers in 10,000 Christmas food boxes; and facilitated three stakeholder group interviews. NCC offered its space where the planning team and artists worked during the district planning phase, and engaged 500 Memphians in total.

New Memphis Institute: Works to attract, develop and retain talented young professionals in Memphis. New Memphis Institute administered surveys and education on the Memphis 3.0 process at two annual events, meeting with 140 young professionals.

Streets Ministries: Recruits staff and trains mentors to develop authentic relationships with youth and help them in academic, spiritual, and physical achievement. Streets Ministries invited the OCP team to conduct two-day urban design workshops at their two sites and allowed planners and artists to work out of their facility during the district planning phase.

Advisory Board

Early in 2017, OCP established a 17-member Advisory Board for oversight related to the quality of the plan and process. This board was primarily composed of foundations who supported the Memphis 3.0 plan, City leadership, nonprofit leaders, and leaders in the development community. The advisory board ensured the vision and priorities of the plan were driven by the community and recommendations would result in benefits for communities across Memphis. The advisory board was essential in providing aid to working group structure, ensuring meaningful community involvement, and ensuring that research and reports produced for the plan were of high quality and use.



Working Groups

At the beginning of the planning process, a working group structure was developed to provide technical assistance and research support for prioritized topical issues. These groups, made predominately of practitioners and subject matter experts, studied issues relevant to the City, reported on trends, and offered best practices. Each working group consisted of 12 to 30 professionals with a wide range of subject matter expertise. The members of working groups were representatives of state and local government agencies, private sector leaders and employees, planning practitioners, architects, non-profit agencies, students, and individuals from institutions of higher learning. These groups were regularly involved during the early phases of the plan and helped to identify significant issues, refine objectives, and inform policy development for the plan. Shown below are the twelve working groups and the topics they studied.

to include a range of professionals throughout the development phase. Political will must also be developed to ensure broad implementation. Many recommendations made in the plan cannot be achieved by government alone; therefore, it is pertinent to include other leaders, decision-makers, and individuals with varying viewpoints to ultimately support research, adoption, and implementation.

The breadth of information that is covered in the plan makes it critical

01 Art Design Preservation: Topics included cultural resources, historic preservation, public art, and design guidelines	04 Complete Streets: Topics included bike and pedestrian infrastructure and design, accessibility, and mobility	07 Housing and Infill Development: Topics included affordability and cost burden, rental housing, homeownership, public housing, neighborhood preservation, growth, and development	09 Next Generation: Topics included autonomous vehicles, expanded fiber network, cybersecurity, smart grid technology, and smart parking	12 Workforce and Entrepreneurial Development: Topics included attracting minorities, underrepresented sectors, entrepreneurship support, and institutions
02 Blight and Neighborhood Improvement: Topics included transitional land use, reclamation and reuse of vacant land, code enforcement, parcel surveying and monitoring, and multifamily development barriers	05 Efficiency and Conservation: Topics included renewable energy, alternative fuel vehicles, sustainable procurement, green buildings, and solid waste reduction	08 Land Use and Development: Topics included land use, zoning, Unified Development Code, mixed-use communities, transit-oriented development, infrastructure, and incentives	10 Resilience and Adaptation: Topics included green infrastructure, climate change adaptation, mitigation of natural hazards, post-disaster economic recovery, and other environmental protection issues	
03 Civic Common Areas and Open Spaces: Topics included parks, community centers, libraries, open spaces, and other City-owned facilities	06 Freight: Members of the MPO's Freight Advisory Committee addressed recommendations for aligning the Regional Freight Plan with policy direction for automobile, air, water, and rail		11 Transit and Demand Management: Topics included multi-modal transit and access, regional transportation and jobs, parking	

Planning Districts

Each of the districts was assigned a team of planners, architects, and artists to work with residents in creating a unified vision with shared goals and strategic actions. Please see individual plans in the District Priorities section of the document.





I am a
Memphis
GEM

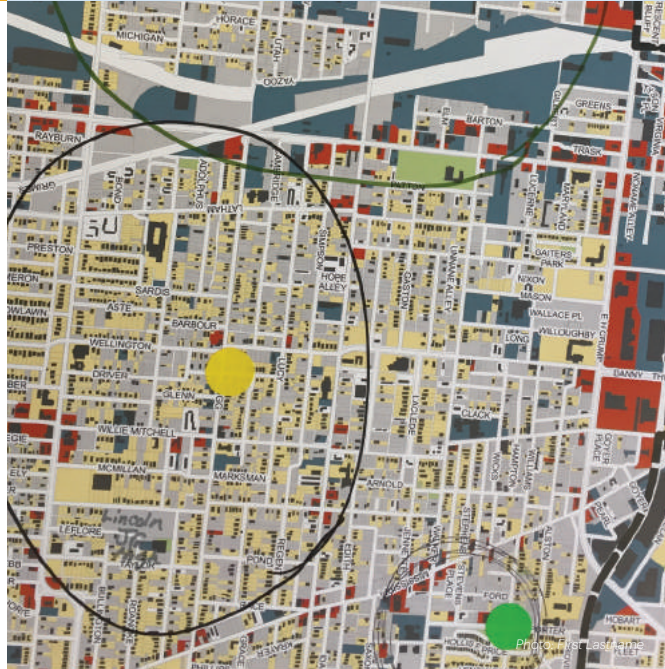
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The people - it's Memphis' greatest strength. There are a lot of people that really want the best in this city and want to see the City moving in the right direction. And that's what it's going to take to move the City in the right direction, is the people.



Photo: City of Memphis

4,903
survey responses



“

People need to stop apologizing and feeling embarrassed of being from Memphis. We do have a great legacy. There's a lot of good things that happened here and are happening.



217

Stakeholder Interviews



183

public events held



Photo: City of Memphis

“

The community is at a tipping point and direction, the schools are improving, and the community is becoming even more diverse, especially through the Hispanic population.

Stori.

Memphis 3.0 Edition
guiding memphis into our 3rd century

Frayser

South

Whitehaven

Raleigh

Cordova

Newspapers
Radio ads
T-shirts

Marketing Materials Used



Photo: City of Memphis

UP TO \$2,000

funded for community partners

BLDG
MEMPHIS
BUILD. LIVE. DEVELOP. GROW.

1,674

people reached by artists

A photograph of the Memphis skyline at sunset. The sky is filled with dark, dramatic clouds, and a faint rainbow is visible in the upper right corner. The city's buildings are silhouetted against the warm, orange light of the setting sun. The Mississippi River is in the foreground, with a few small boats and a grassy bank visible. The text 'PART TWO:' is overlaid on the left side of the image.

PART TWO:

Our Framework For Change



Creating Places for People

As Memphis celebrates its bicentennial and turns the page to its third century, it is clear a new framework for growth is needed to change the trajectory of the core city, neighborhoods, and the City. The vision of Build Up, Not Out guides that path and supports investments in communities, people, and access to shape the third century.

Population growth in Memphis peaked in the 1970s, reaching just shy of 650,000 residents in the 1980 Census. Since that time, the population of the City has been maintained at that level by continuing a policy of aggressive annexation consistent with the recommendations of the last comprehensive plan, the Memphis 2000 Policy Plan. That plan signaled a new urban service boundary beyond the limits of the City, leading to extension of sewers and roads, and ultimately new development that was settled and eventually annexed into the City. While this growth policy was successful in maintaining the population levels of the City, it expanded the City's geographic footprint by nearly 100 square miles, reaching its largest size in 2013 of 324 square miles at a population density below 2,000 persons per square mile.

The net result of these growth policies included destabilization and disinvestment of older neighborhoods in the central city, areas such as North and South Memphis, as a stable population shifted into other areas of an expanding region. Many of these communities today, while rich with history, neighborhood pride, and social and physical assets, experience high percentages of land and

building vacancy and depressed markets.

If this trend is continued in future years, modest growth is forecasted for Memphis, primarily focused in a “cone” that spans along the Poplar Corridor from Downtown Memphis to the eastern edge of the City. Areas that attract new growth and investment are expected to be places with good access to jobs, but the City will continue to see high rates of residential and commercial oversaturation of land, and thus high rates of vacancy.

Recent years have shown a shift in the pattern in which development and investment is occurring in the City. Regionally, approximately \$15 billion in investments have taken place or been announced, with the majority occurring in the City of Memphis. Of that, a larger share of growth is taking place in the City's core, including Downtown and the Medical District.

To sustain this momentum and expand opportunity to neighborhoods across Memphis, the City must embrace a new growth policy that targets investment and growth in defined areas rather than continuing attempts to spread resources with no strategic guidance.

A city exists for the people who call it home. The character and quality of the places where those people live, work, play, and gather play a large role in the quality of the lives lived there. The Memphis 3.0 Comprehensive Plan lays out a vision for how Memphis and the diverse places within it will evolve during its next century. This vision supports places that are safe, beautiful, and accessible, and which offer opportunities for learning, livelihood, investment, and community. It is these places that can improve the lives of

Place types are categories that attempt to capture the unique characteristics that contribute to making a “place” — a location that is distinct from the areas around it.

the people who inhabit them. Different places fill different roles in the lives of Memphians, but taken together, the palette of places found in Memphis defines the physical character of the City and provides the settings for daily life in the City they call home.

In order to create goals and actions for places in Memphis, it is necessary to understand what patterns and similarities exist between different places. While Memphis is made up of countless different places, all of them can be categorized in different **place types** to make it easier to understand the physical form and character that make up the City.

Place types are categories that attempt to capture the unique characteristics that contribute to making a “place” — a location that is distinct from the areas around it. Although many different factors

Place Types

Citywide Anchors



Walkable, mixed-use hubs of activity that bring the City together, accessible by multiple modes of transportation. These places are where people from throughout the region gather to do things.

Community Anchors



Walkable, mixed-use hubs of activity located at the heart of well-connected residential communities, accessible by multiple modes of transportation. These places are where neighbors gather to do things.

Communities



Residential areas that make up the majority of the City. These may be areas near Downtown with small blocks and narrow streets, or suburban locations with large lots and winding streets.

influence an area's unique sense of place, the place types in this plan focus primarily on the physical characteristics of a place.

Similar patterns of physical form can be observed across the City. Street networks can be well-connected grids or winding cul-de-sacs. Buildings can be located close together or spaced farther apart. Front yards can be large, small, or non-existent. **Land uses** can be mixed vertically or horizontally or separated. Analyzing these characteristics in different places across the City helps to define a palette of place types.

Land uses are the types of activities that are allowed to occur in a particular location.

Place types make it easier to identify and understand the physical building blocks that make up the City of Memphis. This in turn helps to make standards and regulations more effective by making it possible to tailor them to the types of places that exist throughout the City.

Corridors



Auto-oriented commercial strips along major streets. These areas have mostly retail and service uses that rely on automobile traffic for access and visibility.

Special Use Areas



Places where industrial, logistical, and transportation activities define the physical form. These are generally single-use economic centers with long blocks and few intersections.

Parks and Civic Spaces



Natural areas, civic and institutional uses, parks, greenways, and recreational areas that may be defined by topography and waterways more than street networks.

Characteristics of Walkable Neighborhoods

Walkable describes places where a person can (easily) walk or bike to fulfill most daily needs. These environments allow for use of automobiles, but do not require one for most trips.

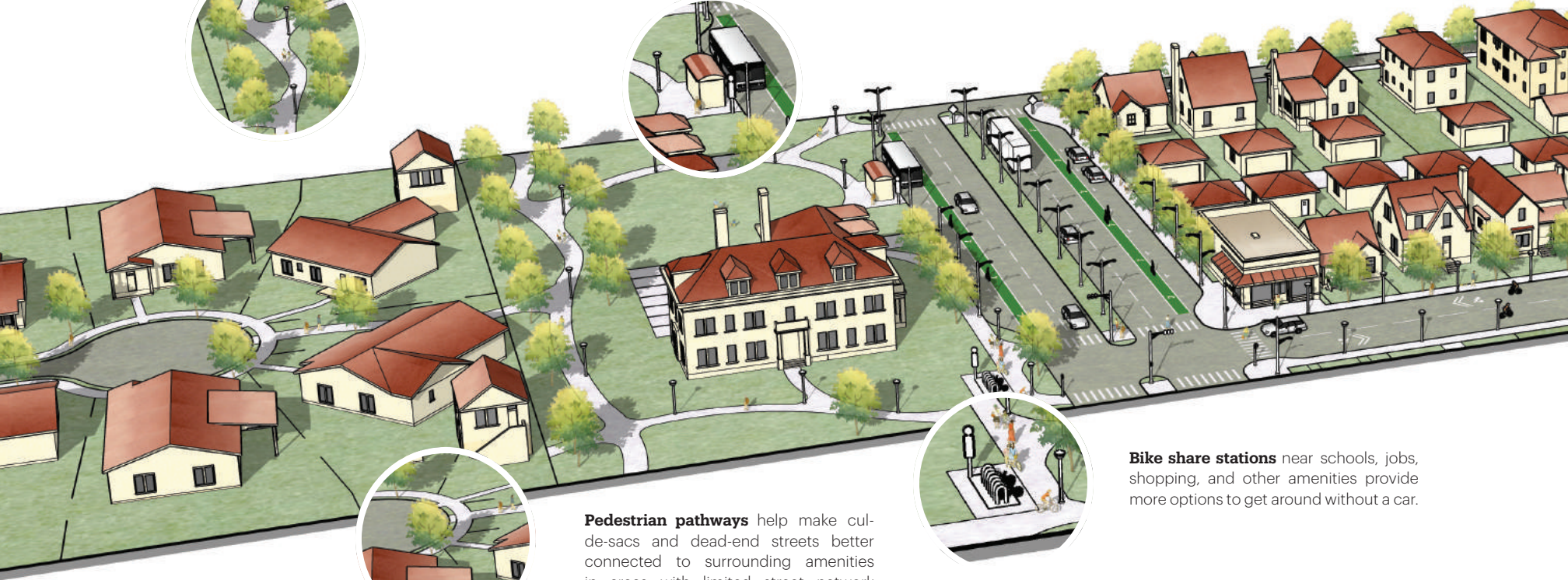
Greenline connections and multi-use paths can provide pedestrian and cyclist connectivity between neighborhoods, schools, parks, and other amenities in parts of the City where streets don't yet accommodate multi-modal users.

Building up, not out, means creating more places where people can and want to walk from their homes to everyday destinations such as school, work, shopping, and recreation. A combination of infrastructure improvements and amenities can help to make a **walkable** environment where walking is safer and more comfortable. Solutions should be context-sensitive and tailored to what makes the most sense in different parts of Memphis.

Transit use can be promoted through more comfortable walking environments that make it safer and more pleasant to walk to and from transit stops.



Signage, lighting, markings on the street, and pedestrian refuges in medians can help make pedestrian crossings more visible and safer. Street lights scaled for both automobiles and pedestrians help to make streets safer and more comfortable for all users.



Pedestrian pathways help make cul-de-sacs and dead-end streets better connected to surrounding amenities in areas with limited street network connectivity.

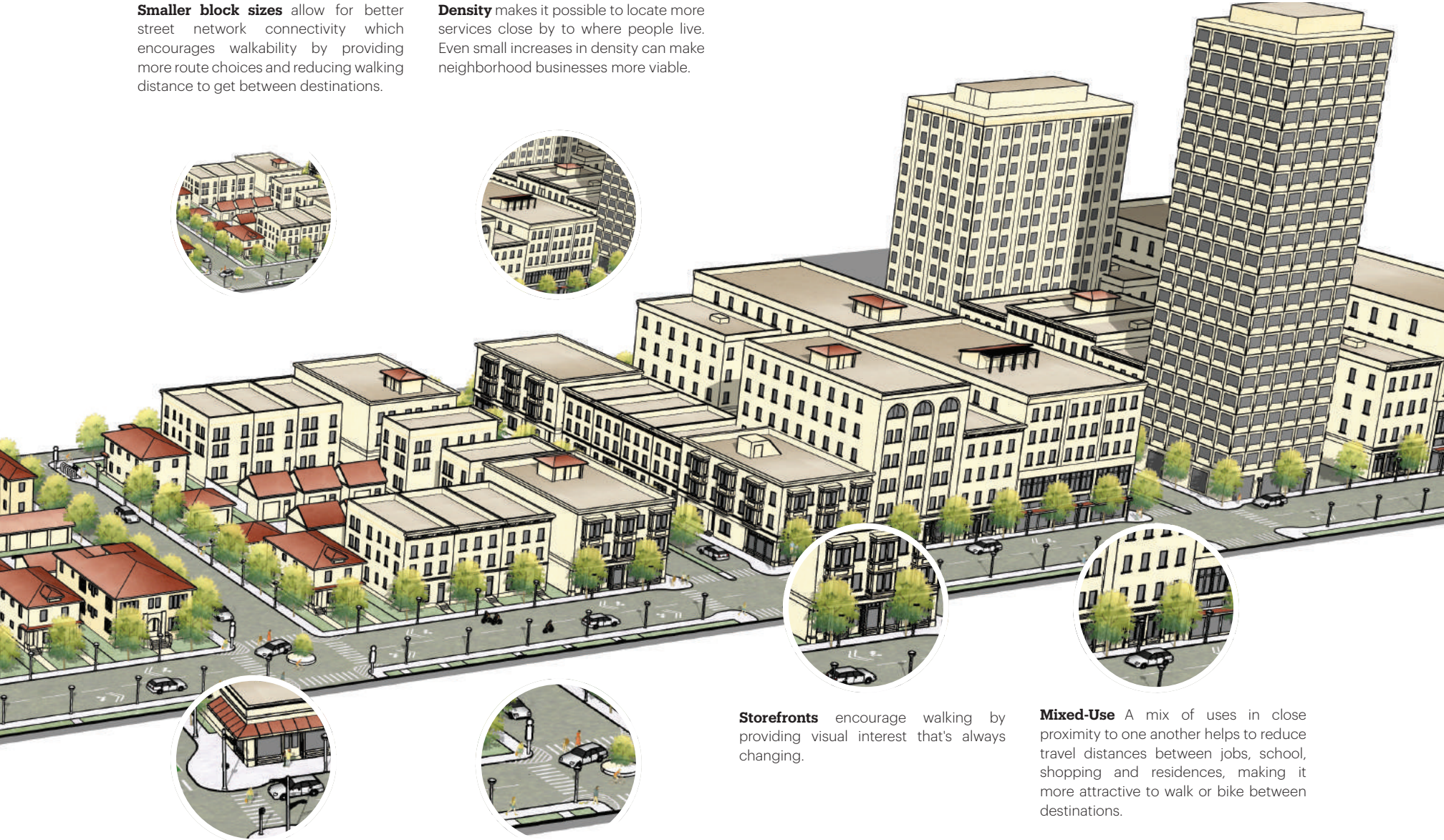


Bike share stations near schools, jobs, shopping, and other amenities provide more options to get around without a car.

Smaller block sizes allow for better street network connectivity which encourages walkability by providing more route choices and reducing walking distance to get between destinations.



Density makes it possible to locate more services close by to where people live. Even small increases in density can make neighborhood businesses more viable.



Storefronts encourage walking by providing visual interest that's always changing.



Mixed-Use A mix of uses in close proximity to one another helps to reduce travel distances between jobs, school, shopping and residences, making it more attractive to walk or bike between destinations.



Locating businesses near neighborhoods makes it easier for neighbors to run errands and satisfy daily needs without needing to drive. A reliable pool of customers also makes it easier for small businesses to enter the market.



Traffic-calming strategies like roundabouts and painted curb bump-outs at intersections help to slow traffic and make streets safer for pedestrians, cyclists, and drivers alike.



Walkable places look different, but they all facilitate better access and more options for how to get around.

Our Strategy:

Focus on Anchors

Anchors are the places where communities do things together. In some cases, they are places where Memphians from across the City gather to work, shop, learn, play, and celebrate. In others, anchors might serve primarily the people who live nearby. Anchors are where the action is or has been, and where it will be in the future.

Just as an anchor steadies a ship, community and Citywide Anchors in Memphis are meant to provide steady support for the neighborhoods around them. Anchors may be places of unique

historic and cultural significance, or they might just be the place where neighbors rub elbows while buying a gallon of milk or stopping by an event at the local community center. In any case, they are places that support and empower surrounding communities by providing vital daily goods and services while reinforcing the unique identity of Memphis communities.

By focusing on these places, Memphis 3.0 can positively impact the largest number of Memphians.



Why focus on Anchors?

Anchors are not just places where people come together, they are also where commerce, services, and civic activities intersect. They are where both residential density and density of activity are highest in Memphis. As such, they provide an opportunity for new investments and services to positively impact the largest number of Memphians.

Building up, not out, means reinvesting in existing places. In order to realize this vision, vacant lots will need to become sites

Infill is when development occurs in vacant or underutilized sites within an existing developed area.

for **infill**, disinvested places will need to receive investment and redevelopment, and underutilized land will need to be repurposed for higher and better uses that improve the quality of life in Memphis.

Adding housing, jobs, and services in places where these uses already exist, or where they have

existed in the past, can be a cost-effective way for the City to grow its population and jobs without growing its footprint. Focusing growth and reinvestment on infill locations makes it possible to better use existing infrastructure. Where infrastructure already exists, there can be less need to invest in new infrastructure to accommodate growth.



Anchors. This neighborhood main street anchor is a destination for walkable services, retail, and leisure.

In instances where existing infrastructure does need to be upgraded to accommodate growth, nearby residents and businesses that rely on that infrastructure receive an improved level of service and reliability, benefiting both new and existing residents and businesses.

Infill development also helps the City of Memphis provide services and conduct maintenance more cost-effectively. The City's low population density makes it difficult to operate utilities and services. Higher densities allow more people to be served within a smaller geographic area. This means fewer miles of pipes and roads need to be maintained in order to provide service to the same number of people.

Similarly, by locating housing near jobs and services, Memphis residents can save time and money by avoiding long trips to access everyday services. Anchors are places that are or could become the kind of environments that encourage walking, cycling, transit, and other alternatives to driving a car. They are places where driving is one of several options rather than a requirement for getting around in a safe and convenient manner.

Density of housing, jobs, and activities will also help transit in Memphis operate more effectively. Buses and trains work best when they pickup and dropoff more people at fewer stops. Since people prefer not to travel far to get to a transit stop, it makes sense to locate many destinations within close proximity. Many anchors are located in places where transit exists or has been proposed, so focusing new investment and redevelopment at these locations will help to support a more convenient and effective transit system for Memphis.

The benefits from investments made in anchor locations impact more than just the people living and working in the anchor. Because anchors are centers of activity for entire communities, strengthening an anchor helps to strengthen the communities around it. Anchors are often where people go to visit community centers, libraries, civic and religious institutions, shops, restaurants, and other frequent destinations. As places that bring people together, anchors help to stabilize the identity of Memphis communities.

In the past Memphis has grown by creating new places. Memphis 3.0 provides a vision for growth that instead focuses on investing in existing places to help them evolve to reach their full potential as centers of life for Memphis communities.

Anchor Types

All anchors are walkable, mixed-use places, but that does not mean that they are all the same. Some anchors may be no larger than a few buildings while others may encompass several adjacent blocks. Some anchors may serve primarily the people that live around them while others may draw people from across the City and the region.

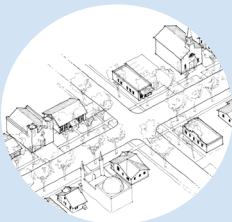
Several distinct anchor types have been identified to help better understand existing conditions and to provide a framework to determine how anchors should evolve in the future. The characteristics used to define different anchor types are generally those that can be regulated through Memphis' zoning code, which will serve as a critical tool to help guide the evolution of anchors in the future.

Physical characteristics that differentiate one anchor type from another include the height, form, and spacing of buildings, the pattern of the street network in and around each anchor, and the extent of the anchor — whether it extends for just a couple of buildings, a full block, or multiple adjacent blocks.

All anchors are walkable, mixed use places, but that does not mean they are all the same.

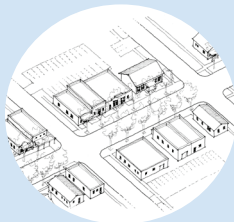
All anchors are mixed-use. In many anchor types, uses may be mixed vertically, where residences or offices are located on upper floors above shops and services on the ground floor.

The anchor types introduced below are derived from patterns and places found in Memphis. They provide a framework to support the creation and rejuvenation of authentic and enduring places for the community.



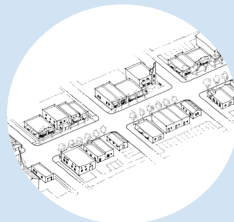
Neighborhood Crossings

Neighborhood Crossings provide convenient services to the surrounding residential neighborhoods in which they are embedded, allowing neighbors to walk or bike there. A Neighborhood Crossing can serve as a destination where neighbors rub elbows, and when thriving, can contribute to community character and identity.



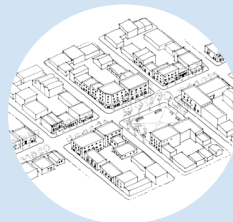
Neighborhood Main Streets

Neighborhood Main Streets provide retail and services to the surrounding neighborhoods. They serve as walkable or bikeable destinations where community members can meet multiple daily needs in a single trip. When thriving, they are nodes of activity that enliven a neighborhood.



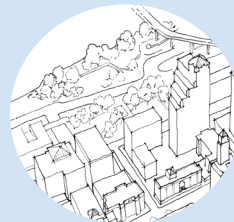
Urban Main Streets

An Urban Main Street provides retail and services to surrounding neighborhoods in a pedestrian-friendly environment, making it possible to accomplish several errands in a single trip. An Urban Main Street is a center of activity and supports a shared sense of community.



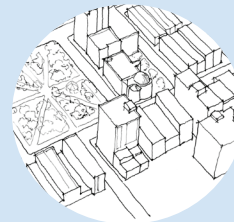
Urban Centers

An Urban Center includes a vertical mix of uses, featuring civic and cultural institutions that serve many neighborhoods or the entire City and which may anchor the center. An Urban Center is a destination for walkable retail, service, and leisure. It is accessible from across the City by multiple modes of transportation.



Urban Core / Downtown

The urban core, which includes Downtown, is the anchor for the City of Memphis. The Urban Core is a Citywide destination where people work, live, shop, and play. It is accessible from across the City by multiple modes of transportation.

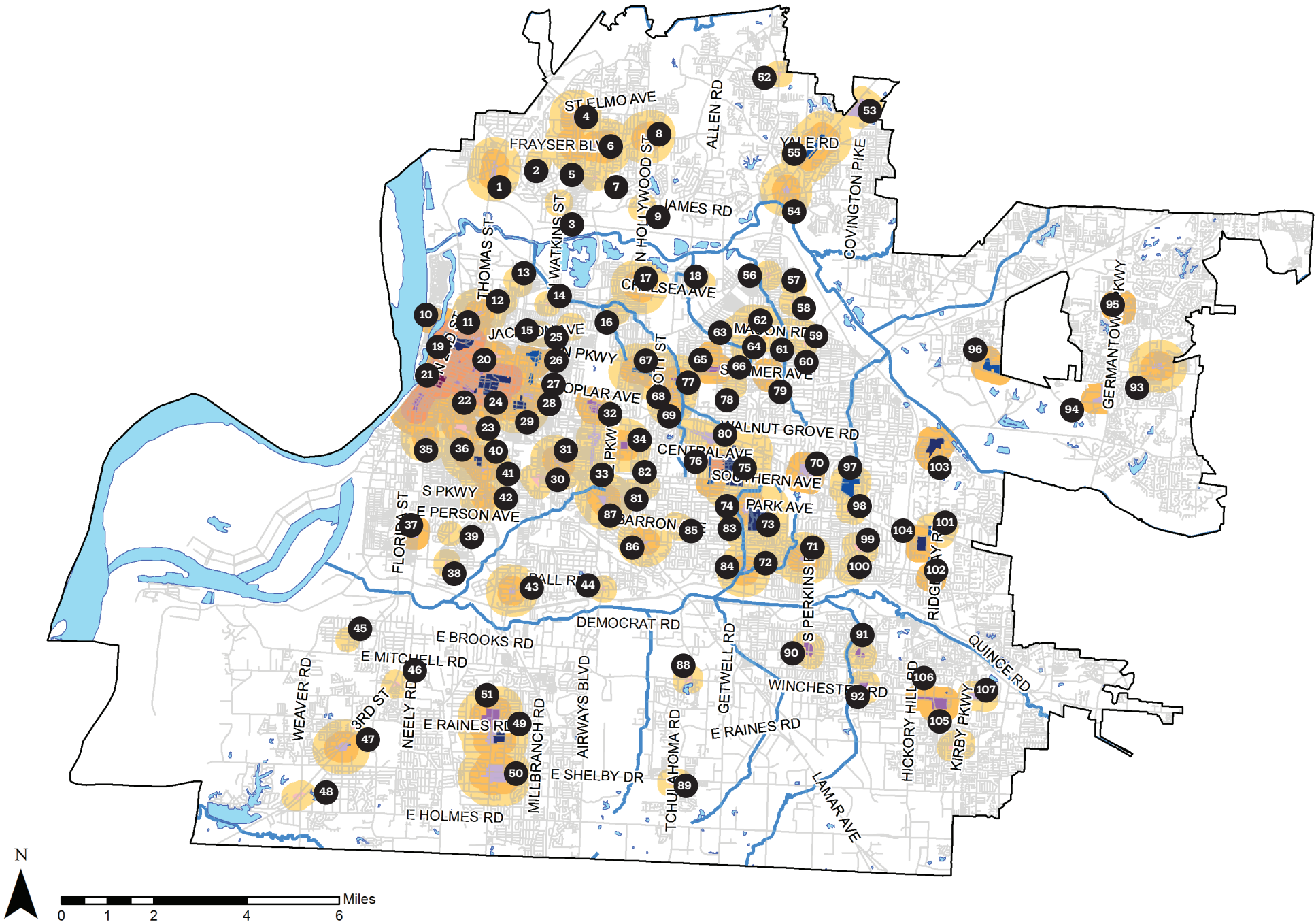


Medical and Institutional Campus

Medical District and Institutional Campus anchors are characterized by a mix of building types and sizes that primarily serve a single institutional use and may include supportive uses and activities. These anchors are walkable places that catalyze activity in adjacent mixed-use anchors.

Memphis 3.0 Anchors

The map below lists all anchors and anchor neighborhoods for the City of Memphis and provides corresponding locations by intersection or landmark on the following page. To view a larger version of this map, go to <http://memphis3point0.com/plan/maps>.



FRAYSER

- 01 Northgate Center
- 02 Dellwood & Steele
- 03 Delano & Watkins
- 04 Corning & Watkins
- 05 Frayser & Watkins
- 06 Frayser Plaza
- 07 Whitney & Overton Crossing
- 08 Frayser Village
- 09 Frayser Gateway

NORTH

- 10 Harbor Town
- 11 Chelsea & Thomas
- 12 Chelsea & Ayers
- 13 Firestone & Breedlove
- 14 Brown & Watkins
- 15 Jackson & Hastings
- 16 Springdale & Brown
- 17 Chelsea & Hollywood
- 18 Douglass Park

CORE

- 19 Pinch District
- 20 Poplar Area
- 21 Downtown
- 22 Madison Area
- 23 Mississippi & Georgia
- 24 Memphis Medical District
- 25 Jackson & Evergreen
- 26 Crosstown
- 27 Poplar & Cleveland
- 28 Cleveland & Madison
- 29 Methodist University Medical Center
- 30 Netherwood & Willett
- 31 Lamar & McLean
- 32 Overton Square
- 33 Cooper Area
- 34 Fairgrounds

SOUTH

- 35 Third & Crump

- 36 Mississippi & Walker
- 37 Third & Belz
- 38 Lauderdale & Mallory
- 39 Lauderdale & Rosewood
- 40 Neptune & Walker
- 41 Soulsville
- 42 Kerr & Gaither
- 43 Elvis Presley & Alcy
- 44 South & Alcy Ball

WESTWOOD

- 45 Ford & King
- 46 Third & Fairway/Levi Library
- 47 Third & Ford/Raines
- 48 Third & Weaver

WHITEHAVEN

- 49 Southwest TN Community College
- 50 Southbrook/Southland
- 51 Whitehaven Plaza

RALEIGH

- 52 Raleigh Egypt
- 53 New Covington & Austin Peay
- 54 James Road/Old Raleigh
- 55 Raleigh Springs Mall

JACKSON

- 56 Graham & Chelsea
- 57 Wells Station & Reed
- 58 Wells Station & Grey
- 59 Macon & Berclair
- 60 Janice & Berclair
- 61 Macon & Wells Station
- 62 Macon & Victor
- 63 Macon & Homer
- 64 Given & Isabelle
- 65 Summer & National
- 66 Summer & Graham

UNIVERSITY

- 67 Broad Ave
- 68 Lester

- 69 Tillman & Mcadoo
- 70 Oak Court
- 71 Colonial Village
- 72 Dunn & Cherry
- 73 South University of Memphis
- 74 Park & Getwell
- 75 University of Memphis
- 76 Highland Street
- 77 Binghampton Gateway
- 78 Highpoint Area
- 79 Summer & Graham
- 80 Poplar Plaza

LAMAR

- 81 Orange Mound
- 82 Brentwood Park
- 83 Park & Getwell
- 84 Getwell & Sharpe
- 85 Sherwood
- 86 Lamar & Kimball
- 87 Lamar & Airways

OAKHAVEN & PARKWAY VILLAGE

- 88 Winchester & Tchulahoma
- 89 Shelby & Tchulahoma
- 90 Perkins & Knight Arnold
- 91 Mendenhall & Knight Arnold
- 92 Mendenhall & Winchester

CORDOVA

- 93 Old Cordova
- 94 Trinity Area
- 95 Dexter & Germantown Parkway
- 96 Parkside at Shelby Farms

EAST

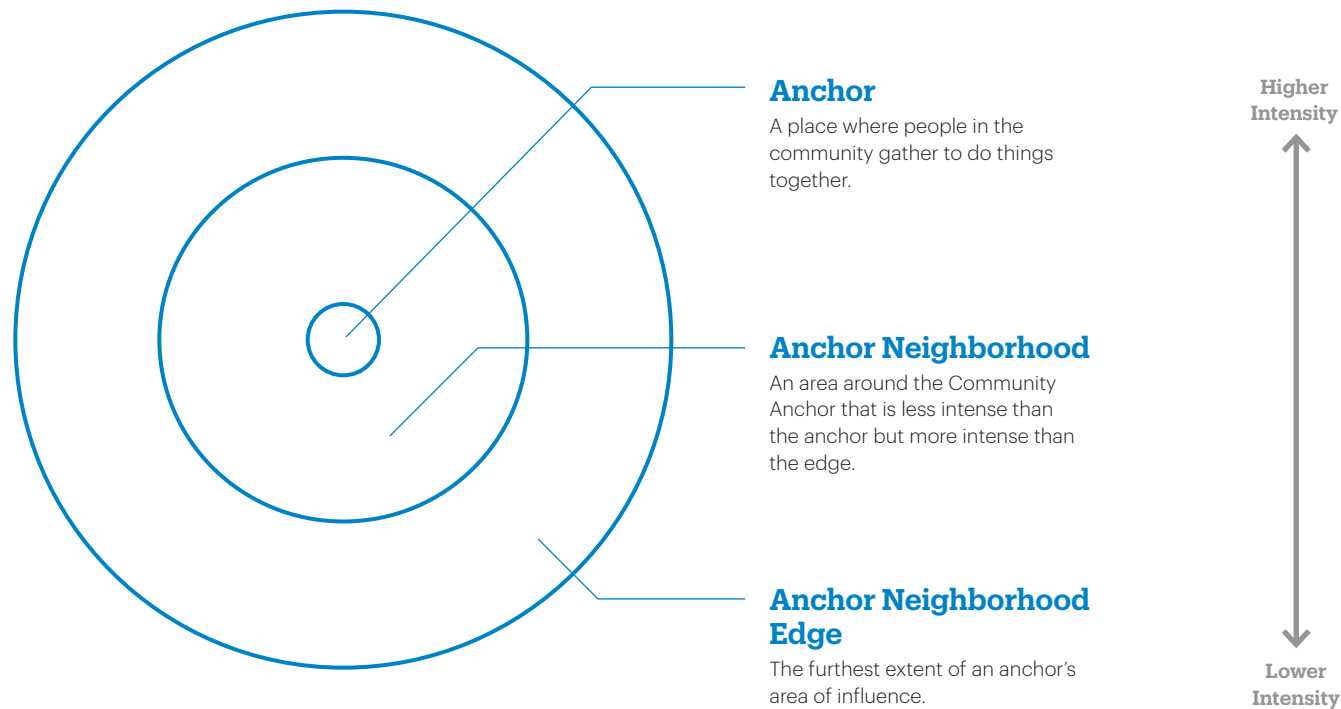
- 97 Poplar & Truse
- 98 Eastgate
- 99 Sea Isle

- 100 White Station & Quince
- 101 Poplar & Ridgeway
- 102 Ridgeway & Quince
- 103 Walnut Grove & Brierview/Baptist Memorial
- 104 St. Francis

SOUTHEAST

- 105 Kirby & Raines
- 106 Winchester & Ridgeway
- 107 Kirby & Winchester

Anchors Can Influence Surrounding Neighborhoods



Anchors



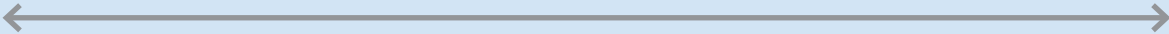
Anchor Neighborhood



Anchor Neighborhood Edge

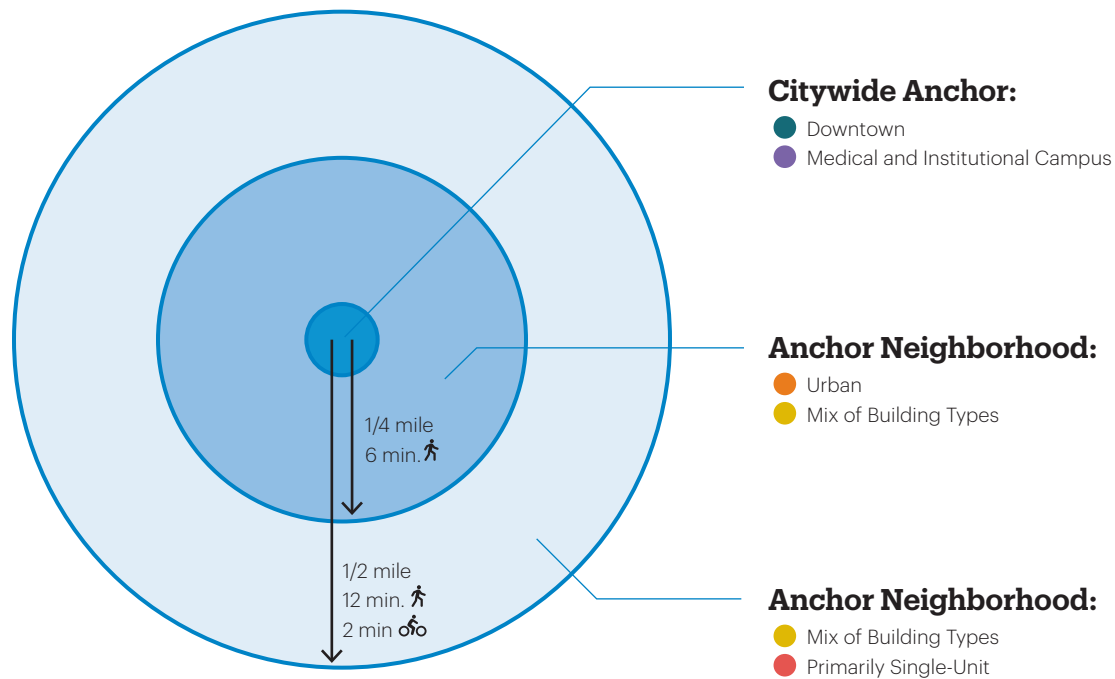


Higher Intensity



Lower Intensity

Anchors Can Influence Surrounding Neighborhoods



Downtown is a walkable anchor for the City of Memphis. It is characterized by multi-story buildings with a vertical mix of uses and civic and institutional buildings that attract people from the entire region. Other Citywide Anchors include areas where medical or educational campuses exist.

Urban Core / Downtown



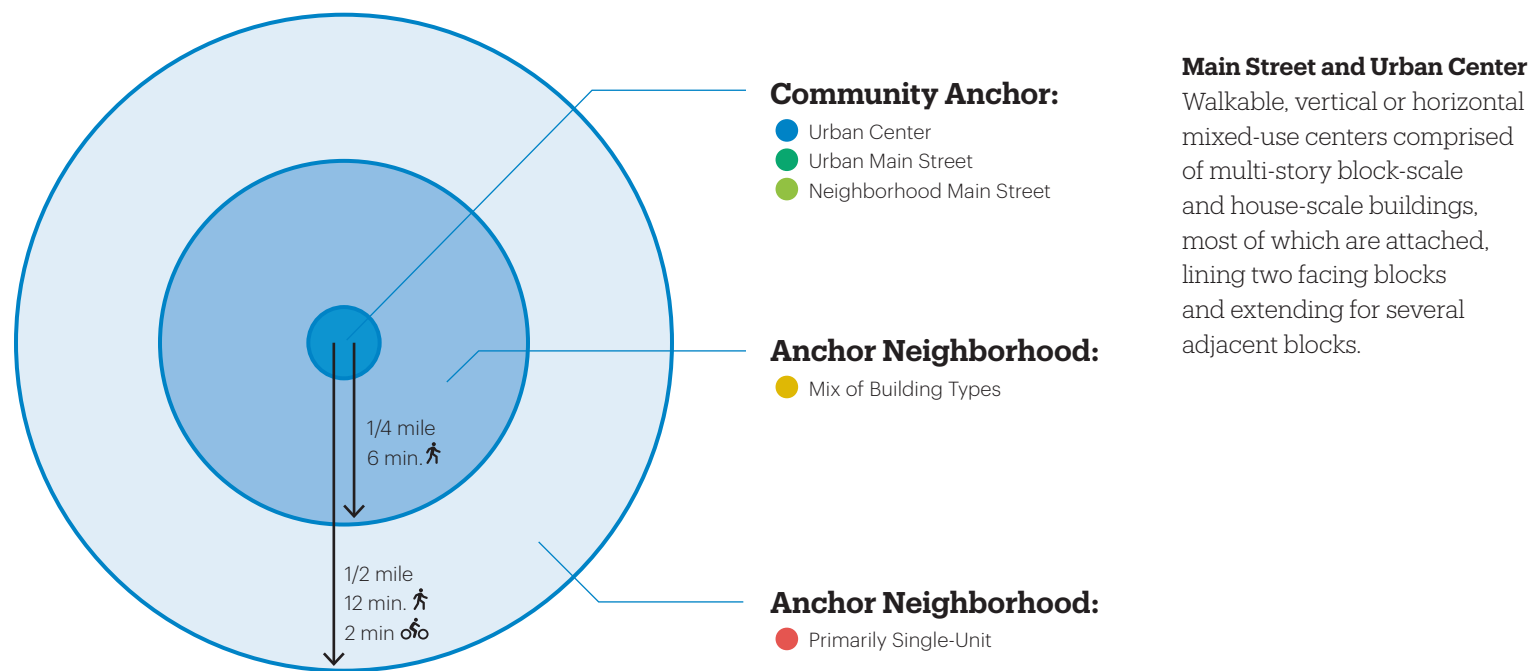
Medical and Institutional Campus



Medical and Institutional Campus



Anchors Can Influence Surrounding Neighborhoods



Urban Center



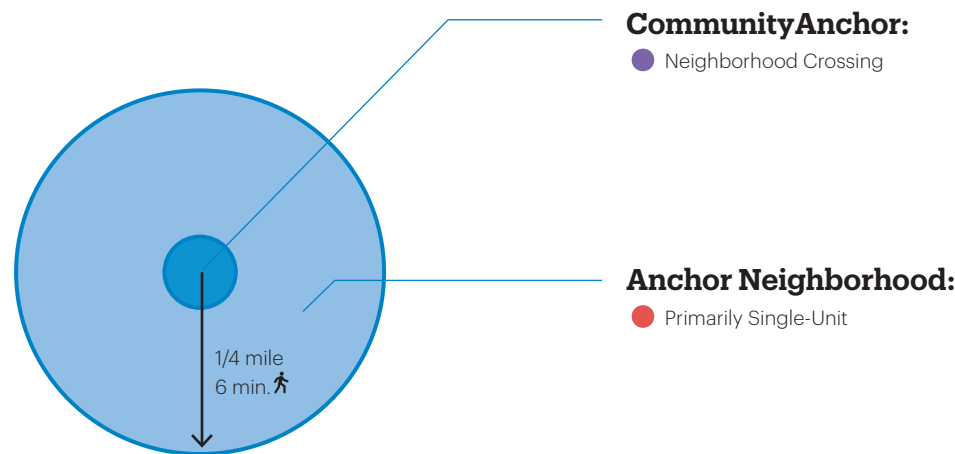
Urban Main Street



Neighborhood Main Street



Anchors Can Influence Surrounding Neighborhoods



Neighborhood Crossing

Small, walkable mixed-use centers comprised of house-scale buildings embedded within otherwise residential neighborhoods. Some neighborhood crossing anchors can evolve to become mixed-use centers.

Neighborhood Crossing



Neighborhood Crossing



Neighborhood Crossing



Cultivating Change

The Memphis 3.0 Vision sets a new course for the City of Memphis so that all neighborhoods have the opportunity to benefit from growth and change in the City.

In this vision, change is for the better. By planning and coordinating how and where change happens, this plan seeks to catalyze private development and public investment to maximize the benefit to all Memphians. Every place in Memphis has room for improvement and thousands of Memphians from across the City offered ideas for how different kinds of change could contribute to a better Memphis. This plan captures those ideas and provides a framework for distributing positive change across the City, especially to places that have not benefited from change in the past.

Change in Memphis will benefit everyone but doesn't look the same everywhere. For some communities, change might mean transformative reinvestment and redevelopment that brings in new buildings, businesses, and amenities, while for others change might mean better sidewalks and small-scale infill on vacant lots. Whether living in a community that seeks to change a lot or one that desires more modest change, this plan guides change so that quality of life is improved for all of Memphis.

Change is context-sensitive, not all or nothing. This plan seeks to honor and support existing places that make Memphis special. The land use categories introduced by this plan are based on existing and historic urban form patterns found in the City, so even those places where significant change is encouraged will be rooted in the unique character of Memphis.

The community shared common issues, values, and practices they want to see for the future of Memphis.

Change is driven by the community. The planning process asked communities what kind of improvements they value and what scale of change is appropriate for their corner of the City. Identifying where change is desired is important so that City policy, private developers, and philanthropies know where to focus their efforts in order to maximize the benefits that their investments provide to the community. The land use map serves as a blueprint for where change will be encouraged, with a special focus on anchors and anchor neighborhoods. These are places where the community identified a desire for change and where



Photo: First Lastname

Vision Wall. A Whitehaven resident prioritizes her top issues on the vision wall during a district workshop. Top issues from the vision wall were recorded and grouped into themes that dictated the overall vision statement for the district.

existing infrastructure and civic facilities mean that when change happens in those places, its benefits will be magnified to benefit surrounding communities as well.

While all parts of Memphis will naturally experience change, the intensity of that change can be influenced by the goals and actions included in this plan. Where change will occur is identified in the Land Use Plan and is focused on Anchors and Anchor Neighborhoods. How change will occur in these places is defined in the following section.

Degree of Change

The way a community changes depends on the cumulative impact of many individual changes. Over the course of several years, many small changes can have as much of a transformative impact as a single large change. This plan identifies how combinations of multiple different types of change, captured through goals and recommended actions, can impact different places in Memphis.

Change can be small or large or anywhere in between. During community workshops and tours, Memphians were encouraged to consider a range of options for change by both “thinking small” and

“thinking big.” Their responses helped to define different degrees of change that capture different communities’ appetite for change.

The three degrees of change identified in this plan set a vision for how much change will be encouraged in different places in Memphis. They provide a menu of implementing actions that can help to match communities’ appetite for change with the amount of support and investment that is appropriate for realizing that degree of change.

Nurture

Nurturing actions provide stability in places that have experienced decline or where there is not sufficient market activity to drive change. Investments by the City and philanthropies will support incremental change to improve the lives of existing residents and promote additional future investment.



Neighborhoods with low market demand or experiencing higher vacancy and disinvestment can be nurtured catalytic public investments and incremental improvements.

Accelerate

Accelerating actions encourage nascent beneficial change that is underway, but which requires additional support to realize its full potential. A mix of investments by the City, philanthropies, and the private sector drive transformative change to realize the community’s vision for a place.



Areas seeing real estate market investment and that have infill opportunities can be accelerated with public and private support.

Sustain

Sustaining actions support existing character. Infill development should improve the built form and enhance multi-modal transportation options. Investments primarily by the private sector will support steady market growth for community stability.



Areas that are historic districts or areas that wish to see no change in form or development activity should be sustained with regulations that support current conditions.

How Does Investment Respond to Degree of Change?

The way a community can change or be supported depends on the cumulative impact of many individual changes. The plan identifies how combinations of different types of change, captured through goals and recommended actions, can impact different places in Memphis. The Degree of Change, nurture, accelerate, and sustain, set a vision for how much change will be encouraged in different places in Memphis and what types of investment is likely to be supported in those areas.

The diagram below illustrates types of small, large, or sustaining change can be applied to an anchor or anchor neighborhoods based on the degree of change. The degree of change also influences the types of investment an area is likely to attract. Red money icons indicate private investment, blue money icons indicate public investment, and the green money icon represents philanthropic investments.

Primarily Urban Neighborhoods



Primarily Single-Unit Neighborhoods



Nurture

Nurture actions rely primarily on public and philanthropic resources to stabilize the existing pattern of a place.

Accelerate

Accelerate actions rely on a mix of primarily private and philanthropic resources, along with some public resources to intensify the existing pattern of a place.

Sustain

Sustain actions rely primarily on private resources to maintain the existing pattern of a place.

Transition

Transition actions transform the existing pattern of a place to accommodate a more viable range of uses.

Nurture

Nurture areas rely primarily on public and philanthropic resources to stabilize the existing pattern of a place.

Actions for Nurture anchors and anchor neighborhoods are meant to:

- Stabilize the community
- Protect and support community assets
- Protect and stabilize existing affordable housing
- Promote activities that will stimulate market activity

Ways to Nurture:

- “Road diets” — reduce the number of lanes to make room for wider sidewalks, bike lanes, and/or on-street parking
- Improve pedestrian realm (sidewalks, crosswalks, planting buffer and street trees, street lights, street furniture)
- Repurpose vacant land as temporary civic space
- Grants for small business frontage improvement

- Reduce number of curb cuts to improve pedestrian and cyclist safety (access management)
- Enhance connectivity to transit network
- Introduce or improve bike lanes and sidewalks
- Improve public access points (covered bus stops, benches)
- Improve public services (trash cleanup and collection)
- Control scale and frequency of signage
- Plan community programs on streets or vacant lots (markets, festivals)
- Upgrade infrastructure to improve flood control and internet access
- Improve existing parks and civic buildings and spaces
- Allow increased density and building height
- Allow a broader mix of uses



Degree of Change	Nurture
Citywide Anchors	N/A
Community Anchors (urban centers, main streets)	Strengthen existing assets/patterns to ready for future new development
Community Anchors (neighborhood crossings)	Strengthen existing assets/patterns; Public investment focused service delivery
Anchor Neighborhoods (1/4 mile)	Strengthen existing assets/patterns to ready for future residential development
Anchor Neighborhoods (1/2 mile)	Strengthen existing assets/patterns

Accelerate

Accelerate areas rely on a mix of primarily private and philanthropic resources along with some public resources to intensify the existing pattern of a place.

Actions for Accelerate anchors and anchor neighborhoods are meant to:

- Improve public realm and infrastructure
- Improve multi-modal transportation options
- Speed up development activity
- Increase density
- Increase mix of uses
- Promote and protect affordable housing

Ways to Accelerate:

- Increase building height
- Allow greater mix of uses
- Attract retail and service uses that cater to larger-scale markets
- Reduce building setbacks or establish build-to lines
- Construct new streets or pathways to increase connectivity within large sites
- Consolidate smaller lots into larger parcels that are more attractive for development
- Consider tax increment financing (TIF) districts
- Improve or create parks and civic assets
- Promote pedestrian-oriented infill development
- Reduce surface parking in favor of structured parking and parking demand management options



Degree of Change	Accelerate
Citywide Anchors	Strengthen existing assets/patterns; (Short-term) Vertical mixed-use infill, institutional uses
Community Anchors (urban centers, main streets)	Strengthen existing assets/patterns; (Short-term) Vertical mixed-use infill and new development
Community Anchors (neighborhood crossings)	Strengthen existing assets/patterns
Anchor Neighborhoods (1/4 mile)	Strengthen existing assets/patterns; (Primarily) Residential Infill and Intensification
Anchor Neighborhoods (1/2 mile)	Strengthen existing assets/patterns; Potential for (primarily) residential infill

Sustain

Sustain areas rely on limited public support and private resources to maintain the existing pattern of a place.

Actions for Sustain anchors and anchor neighborhoods are meant to:

- Support existing market conditions
- Support maintenance of public realm and infrastructure
- Facilitate private investment and development that is contextually compatible
- Address building form with infill development

Ways to Sustain:

- Promote infill that is contextually compatible
- Maintain most existing zoning standards (not in conflict with future land use)
- Change street cross-sections to promote multi-modal transportation options
- Enhance connectivity to transit network
- Apply/Uphold historic overlay district overlays

- Address regulatory barriers to quality development
- Reduce number of curb cuts to improve pedestrian and cyclist safety (access management)
- Encourage "curb to door" pedestrian and ADA accommodations
- Construct new streets or pathways to increase connectivity within large sites
- Improve public access points (covered bus stops, benches)
- Improve public services (trash cleanup and collection)
- Control scale and frequency of signage
- Upgrade infrastructure to improve storm water runoff
- Improve existing parks and civic buildings and spaces
- Allow increased density and building height
- Allow a broader mix of uses

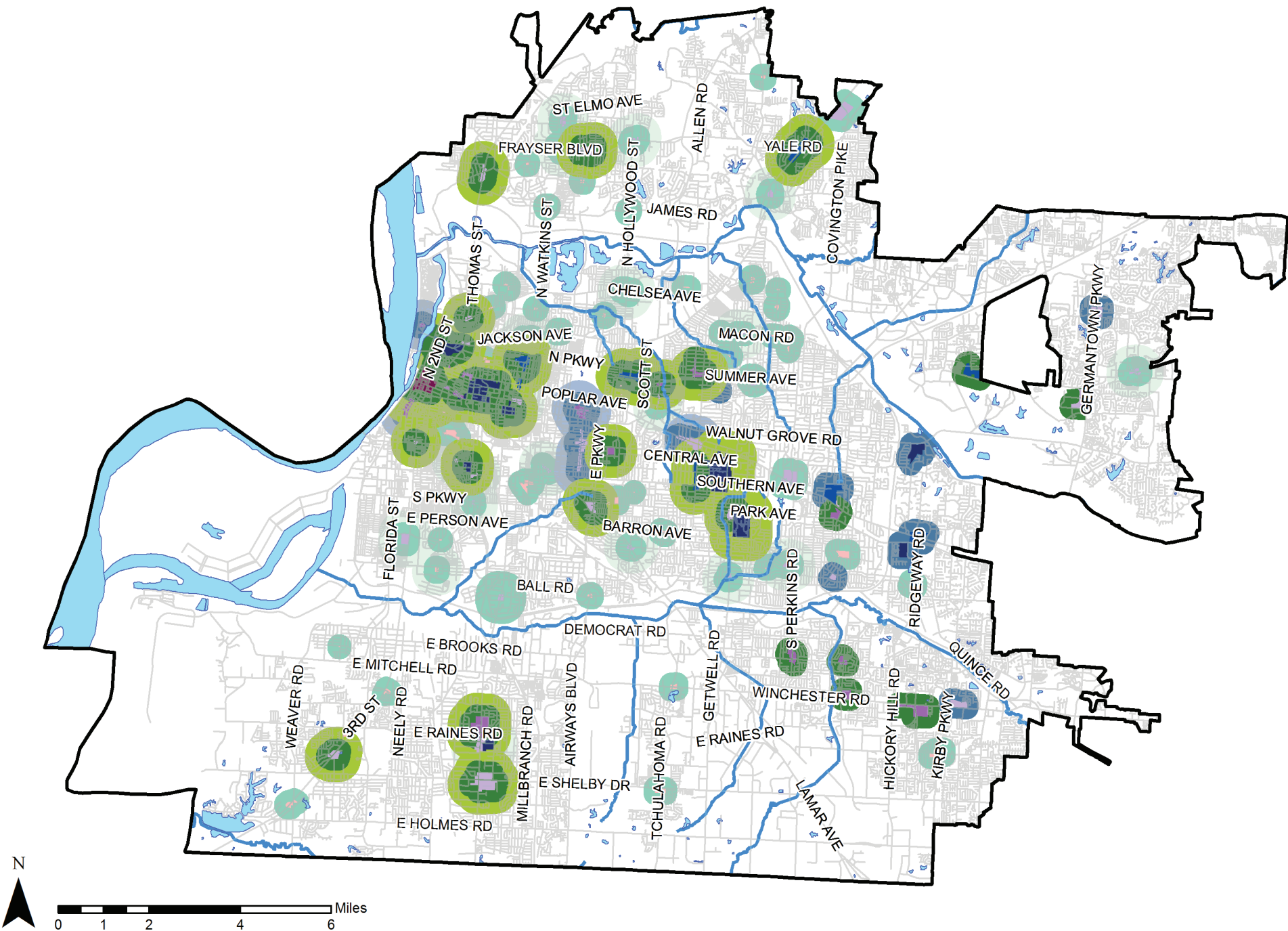


Degree of Change	Sustain
Citywide Anchors	N/A
Community Anchors (urban centers, main streets)	Strengthen existing assets; Support some incremental infill
Community Anchors (neighborhood crossings)	Strengthen existing assets;
Anchor Neighborhoods (1/4 mile)	Strengthen existing assets/pattern; Support some incremental (primarily) residential infill
Anchor Neighborhoods (1/2 mile)	Strengthen existing assets/patterns

Degree of Change Map

This map shows the anchors and degree of change. To view a larger version of this map, go to <https://www.memphis3point0.com/maps>.

- Anchors
- Accelerate
- Nurture
- Sustain

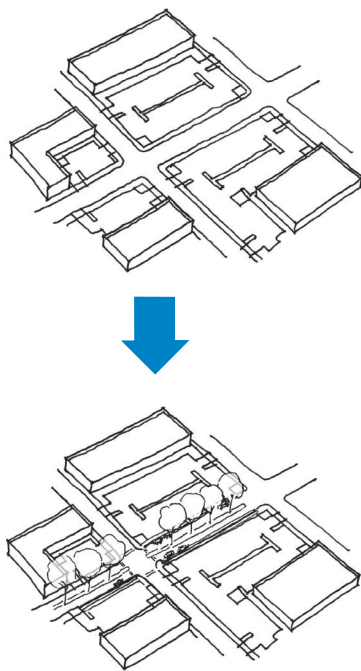


Types and Examples of Change

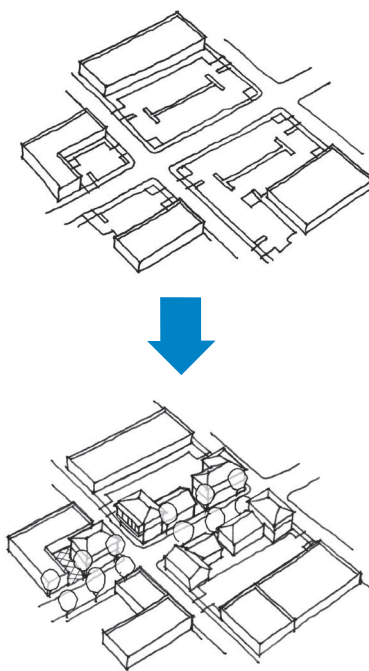
Many parts of communities can change. Communities were encouraged to think small, making small changes through incremental improvements, and think big, making transformative changes through larger interventions about ways anchors and the areas around them could change to support and improve their neighborhoods. Many communities identified areas that already act as anchors with a mix of uses and high activity; however, some communities identified nodes that have the opportunity to become a future anchor due to location, the built form, or historic events.

A diverse mix of neighborhood-appropriate housing choices makes a neighborhood accessible to a variety of families and residents. Low

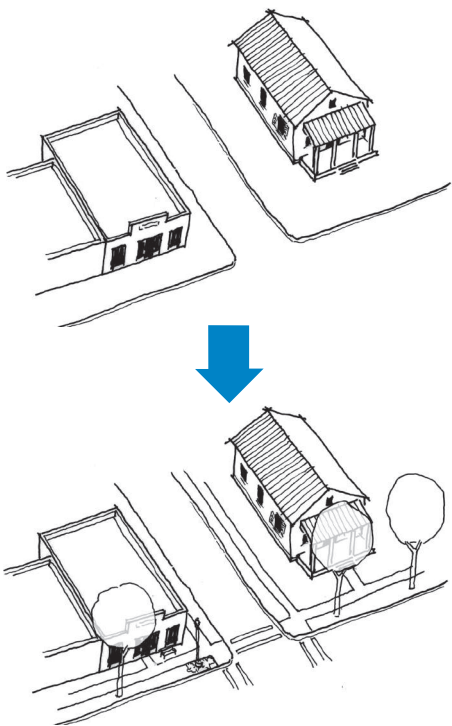
fences or walls around the perimeter of a lot help to reinforce the public realm, or public common area, and define the street as a public outdoor room. Frontages such as porches and stoops encourage sociability and help to activate the street, making a safer, more inviting environment for pedestrians. Neighborhoods feel more people-oriented and pedestrian-friendly when parking is located at the rear of a lot, behind a building, or behind a landscape or architecture screen. Short blocks with frequent intersections provide convenient routes for pedestrians. With the additional street frontage, more buildings can face and activate sidewalks.



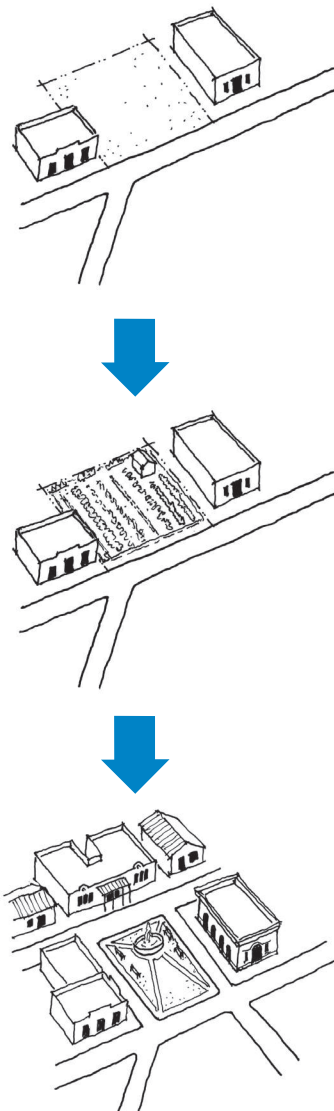
New Anchors Small changes to new anchors could include landscaping, streetscape improvements, and temporary spaces for businesses at sidewalk edges to help form a center of activity. These changes can be made where buildings and lots are privately owned and they are unlikely to see major changes in the near term.



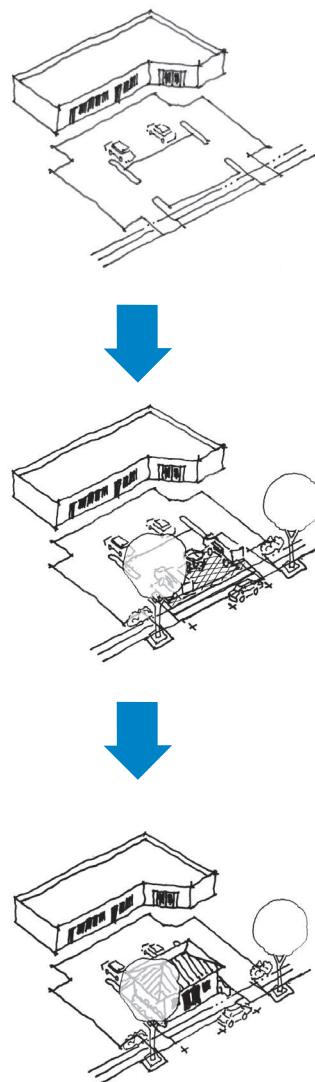
New Anchors Bigger changes that may include infill, new development at the sidewalk edge, or around public space in areas where there is a desire for urban character and new buildings.



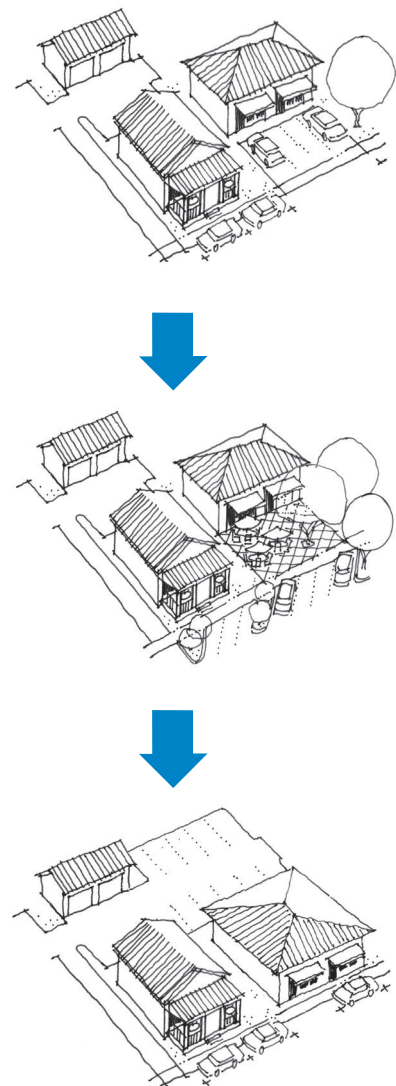
Pedestrian Facilities. Changes may include adding new sidewalk and crosswalk in commercial and residential areas, or around public space in areas where there is a desire for urban character.



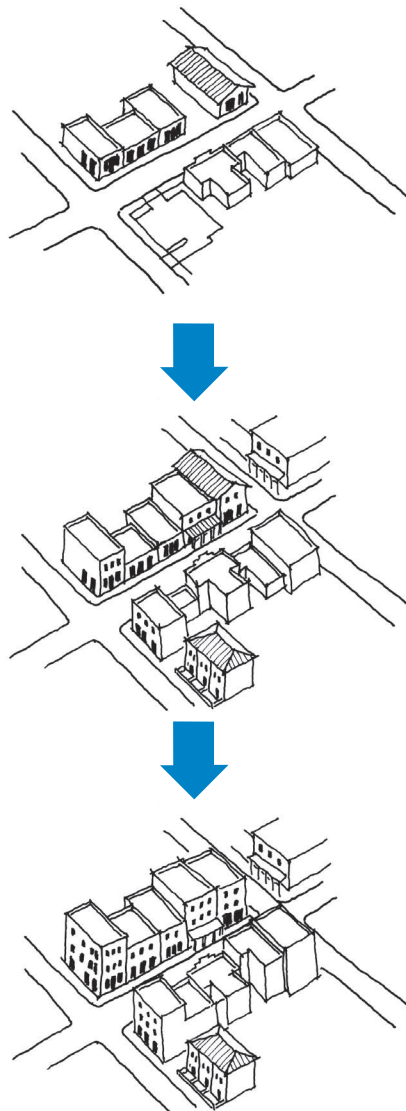
Public space. There should be welcoming spaces for the community to gather. New activity can occur in parking lots or vacant lots, including the introduction of a new public park and improvements to adjacent facades, especially in areas with limited access to parks and open space.



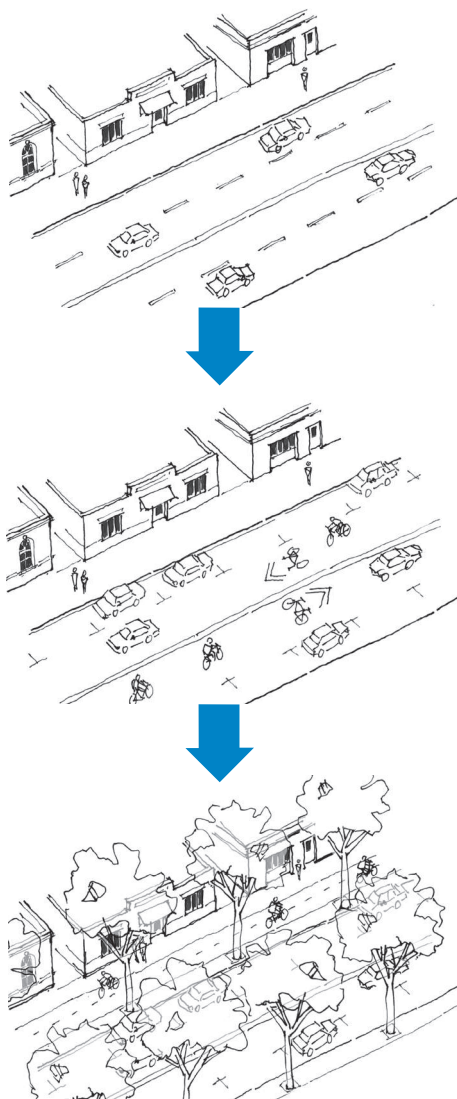
Site Frontage. Small changes like temporary or mobile buildings can create space along the sidewalk in places where demand for new buildings is minimal. Bigger changes may add new buildings where redevelopment is located at the sidewalk edge and frontage elements shade the sidewalk, creating a welcoming environment.



Parking. Small changes include minimizing curb cuts, adding trees, and repurposing parking areas for people-oriented uses at small parking lots or areas with capacity for on-street parking. Bigger changes include relocating parking to the rear so that new or expanded buildings can locate at the sidewalk edge for visibility.



Building Intensity Small changes can include filling in the “missing teeth” with new buildings that maintain existing heights in areas where demand for new buildings is minimal. Bigger changes can involve infill and redevelopment to allow substantially greater height in places where there is demand for more building space.



Bike Facilities Small changes may create shared roads for bikes and cars with road paint, signage, and bike racks on the sidewalk. Bigger changes to support biking can involve a two-way protected bike lane on well-used routes near Community Anchors.

Using The Plan

Legal Basis

Tennessee Code Annotated Section 13-4-202 provides for the manner in which a general plan is adopted by the Board and the City Council. TCA Section 13-4-202(B)(2)(B)(iii) states that, once the general plan is adopted by the Council, all land use decisions in the City shall thereafter be consistent with the plan. For the purposes of defining "consistency," only those elements of the plan related to land use decisions become effective pursuant to the guidance on the following pages. **All other sections of the plan are intended as a guide and only for planning purposes.**

Future Land Use Planning Map Purpose

The heart of the Memphis 3.0 Comprehensive Plan is the Future Land Use Planning Map. The Future Land Use Planning Map helps guide the City on land use decisions, streets, transportation, transit, public investments in infrastructure and civic spaces, and investments and incentives in housing, neighborhoods, and job centers. The value of the Future Land Use Planning Map is its clarity and predictability in how these resources can be invested in Memphis.

Between November, 2017, through August, 2018, the planning team combined its efforts with various organizations, artists, and architects/designers to engage Memphians in all 14 districts in a series of three



Future Land Use Planning Map. The Future Land Use Planning Map recommends uses for all areas of the City based on community input, existing conditions, market potential, and the plan's vision.

Land Use Categories. Each land use is described in detail on the following pages. This detail is essential to understanding what the designation recommends.

District Land Use. A more detailed version of each district's Future Land Use Planning Map is found in Part 4. District Priorities.

workshops conducted to envision the future of the neighborhoods that shaped the Future Land Use Planning Map. Each set of district workshops culminated in a draft map for the area.

It is important to understand what the Future Land Use Planning Map *is not*. The Future Land Use Planning Map does not replace or change zoning. The Future Land Use Planning Map does not have the authority to *allow* the uses shown to be built by-right; it guides. Only the zoning code (the Unified Development Code or UDC) and decision-making bodies such as the Memphis City Council, Memphis and Shelby County Land Use Control Board, and Memphis and Shelby County Board of Adjustment can *allow* uses to be built. In those instances where a request goes before one of these bodies, the Future land use planning map is a guide for the decisions made. The guidelines, review, and process for applications subject to historic zoning through the Memphis Landmarks Commission do not change as a result of the Comprehensive Plan.

Zoning and Overlays

Adopted land use does not alter, circumvent, or supersede established zoning or overlays in the Unified Development Code (UDC). The zoning map in the UDC is not changed as a result of the adoption of the Comprehensive Plan, nor does the effect of zoning change. Proposed developments that meet zoning standards are still by-right. And proposed developments requiring a variance from zoning standards still require approval from City Council, Land Use Control Board, Board of Adjustment, even if they conform to recommended land use.

Likewise, areas of the City that are zoned with an overlay (such as the Midtown Overlay) or historic overlay (or local Landmarks district) are not changed as a result of plan adoption. If anything, these areas are strengthened by the recommended land use, degree of change, and recommended actions of the plan. Any changes to zoning as a result of recommended land use will be addressed in a Small Area Plan, which is described in more detail in a later section of the plan.

In order to reinforce this point, the following language shall be added to the UDC: “The Memphis 3.0 General Plan shall be used to guide land use decisions but not in any way supplant the regulations of this Code [the UDC], including but not limited to its Zoning Map or Overlay Districts. A determination of consistency with Memphis 3.0 shall not supersede the approval criteria and findings of fact required for individual land use decisions, as provided in this Code.”

Decision Criteria

Pursuant to the legal basis of the plan, the test of "consistency" with the plan is only applied to land use decisions, or when an application is made to change or deviate from zoning. The steps below describe the decision process that will be used to determine consistency, and that will be added to the UDC. This criteria is to be used by staff from Office of Planning and Development (OPD) and Office of Comprehensive Planning (OCP) to review development proposals making application to OPD in order to make an interpretation of consistency in their staff recommendations on proposals. This criteria is intended to guide the various bodies in position of making decisions on applications in their interpretations of consistency, as well. In instances where a determination is made that consistency is met, this does not constitute or require approval of a proposal. A determination of consistency shall not supercede the approval criteria and findings of fact for individual land use decisions as provided in the Unified Development Code (UDC).

When making land use decisions, the Land Use Control Board, Memphis City Council and Board of Adjustment shall consider all of the following elements of the Memphis 3.0 General Plan in its determination of consistency:

1. The Future Land Use Planning Map;
2. The land use category descriptions and graphic portrayals, including whether the proposed use would be compatible with the zone districts listed in the zoning notes, the proposed building(s) fit the listed form and location characteristics, and existing, adjacent land uses and zoning;
3. The degree of change map;
4. The degree of change descriptions;
5. The objectives and actions articulated in Goal 1, Complete, Cohesive Communities; and
6. Any other pertinent sections of the Memphis 3.0 General Plan that address land use recommendations.
7. When making recommendations to the Land Use Control Board, Memphis City Council and Board of Adjustment and when consulting with applicants on the appropriateness of a particular land use application, the Office of Planning and Development shall consider all of the sections of the Memphis 3.0 General Plan cited in Paragraphs 1 through 6 of this Sub-Section in its determination of consistency.

Land Use Categories

Place Type	Communities				
Map Color					
Abbreviation	AN-S	AN-M	AN-U	NS	NM
Land Use Designation	Anchor Neighborhood - Primarily Single-Unit	Anchor Neighborhood - Mix of Building Types	Anchor Neighborhood – Urban	Primarily Single-Unit Neighborhood	Primarily Multifamily Neighborhood
Description/Intent	Walkable neighborhoods within a 5-10 minute walk of a Community Anchor. These neighborhoods are made up of single-unit and duplex housing.	Walkable neighborhoods within a 5-10 minute walk of a Community Anchor. These neighborhoods are made up of a mix of single-unit and multi-unit housing.	Walkable residential and mixed-use districts within a 5-10 minute walk of a Citywide Anchor, consisting of block-scale buildings.	Residential neighborhoods consisting primarily of single-unit houses that are not near a Community Anchor.	Residential neighborhoods consisting primarily of multi-unit buildings, that are not near a Community Anchor.
Applicability	Places where existing single family neighborhoods can be strengthened through renovation, stabilization, and infill in a walkable and transit-oriented/supportive pattern.	Places where a mix of residential and mixed-use building types are present or appropriate to encourage infill in a walkable and transit oriented/supportive pattern.	Areas around Urban Core/ Downtown and Medical and Institutional Campuses with large lots suitable for large block-scale infill and redevelopment.	Places that consist of single unit houses and are not physically connected through streets and paths to at least one Citywide or Community Anchor.	Places that consist primarily of multi-unit buildings and are not physically connected through streets and paths to at least one Citywide or Community Anchor.
Goals/Objectives	Preservation, stabilization of neighborhoods, focusing investment toward areas that support plan goals and objectives, locating housing near services and jobs, building up not out.	Preservation, stabilization, and/or intensification of neighborhoods, focusing investment toward areas that support plan goals and objectives, locating housing near services, jobs, transit, building up not out.	Support continued reinvestment and intensification of areas within walking distance to urban core and medical and educational anchors to support those anchors.	Preservation/maintenance of existing single family housing stock and neighborhoods.	Preservation/maintenance of existing multi-family housing.
Performance Metrics	# of renovated housing units in anchor neighborhoods # and type of infill housing units in anchor neighborhoods	# of renovated housing units in anchor neighborhoods # and type of infill housing units in anchor neighborhoods	# of renovated housing units in anchor neighborhoods # and type of infill housing units in anchor neighborhoods	Stable/positive occupancy trends	Stable/positive occupancy trends
Form and Location Characteristics	<p>NURTURE - Primarily detached, single-family residences. Attached single-family residences permitted on parcels within 100 feet of an anchor. Height: 1-2 stories. Scale: house-scale.</p> <p>SUSTAIN - Primarily detached, single-family residences. Attached single-family residences permitted on parcels within 100 feet of an anchor and along avenues, boulevards and parkways as identified in the Street Types Map. Height: 1-3 stories. Scale: house-scale.</p> <p>ACCELERATE - Primarily detached, single-family residences. Attached single-family, duplexes, triplexes and quadplexes permitted on parcels within 100 feet of an anchor; at intersections where the presence of such housing type currently exists at the intersection and along avenues, boulevards and parkways as identified in the Street Types Map. Height: 1-3 stories. Scale: house-scale.</p>	<p>NURTURE/SUSTAIN - Primarily detached, single-family residences. Attached single-family, duplexes, triplexes and quadplexes permitted on parcels within 100 feet of an anchor and at intersections where the presence of such housing type currently exists; Other housing and commercial types along avenues, boulevards and parkways as identified in the Street Types Map where same types exist on two or more adjacent parcels. Height: 1-3 stories. Scale: house-scale.</p> <p>ACCELERATE: Primarily detached, single-family house-scale residences of 1-3 stories in height. Attached, house-scale single-family, duplexes, triplexes and quadplexes of 1-3 stories in height permitted on parcels within 200 feet of an anchor and at intersections where the presence of such housing type currently exists. Building-scale large homes and apartments of 2-4 stories in height permitted on parcels within 100 feet of an anchor; at intersections where the presence of such housing type currently exists at the intersection. Other housing and commercial types along avenues, boulevards and parkways as identified in the Street Types Map where same types exist on one or more adjacent parcels.</p>	<p>NURTURE, SUSTAIN, and ACCELERATE - Attached, semi-detached, and detached</p> <p>Primarily block-scale with some house-scale residential, commercial, or mix of uses 1-8 stories (and potential occasional highrise);</p> <p>Primarily within 1/4 mile of a Citywide Anchor.</p>	Primarily detached; housescale buildings; primarily residential; 1-3 stories; beyond 1/2 mile from a Community Anchor	Attached, semi-detached, and detached; house-scale and block-scale buildings; primarily residential with mixed use encouraged along avenues, boulevards and parkways as identified in the Street Types Map; 1-3+ stories; beyond 1/2 mile from a Community Anchor

Place Type	Community Anchors			
Map Color				
Abbreviation	A-NC	A-NMS	A-UMS	A-UC
Land Use Designation	Neighborhood Crossing	Neighborhood Main Street	Urban Main Street	Urban Center
Description/Intent	Small, walkable mixed-use centers comprised of house-scale buildings embedded within otherwise residential neighborhoods.	Walkable, mixed-use centers comprised of house-scale buildings, some of which may be attached, lining two facing blocks, sometimes extending for several adjacent blocks.	Walkable, vertically-mixed use centers comprised of multi-story block-scale and house-scale buildings, most of which are attached, lining two facing blocks and extending for several adjacent blocks.	Walkable, mixed-use center comprised of multi-story block-scale and some house-scale buildings, extending for several adjacent blocks and along side streets to start to form a district. May be anchored by a destination that attracts people from across the City.
Applicability	Small centers organized around an intersection where a predominantly horizontal mix of uses and activities is present or appropriate as a low-intensity anchor for a surrounding neighborhood.	Medium-sized centers stretching along a main street where a predominantly horizontal mix of uses and activities is present or appropriate as a moderate-intensity anchor for a surrounding neighborhood.	Medium-sized centers stretching along a main street where a vertical mix of uses and activities is present or appropriate as a moderate- to high-intensity anchor for a surrounding urban neighborhood.	Medium- to large sized centers extending through a district where a vertical mix of uses and activities is present or appropriate as a higher-intensity anchor for a surrounding urban neighborhood.
Goals/Objectives	Support organization of services, amenities, and opportunities in direct relationship to anchor neighborhoods, focusing investment toward areas that support plan goals and objectives.	Support organization of services, amenities, and opportunities in direct relationship to anchor neighborhoods, focusing investment toward areas that support plan goals and objectives.	Support organization of services, amenities, opportunities, housing choices in direct relationship to anchor neighborhoods, focusing investment toward areas that support plan goals and objectives, nodal development of continuous commercial corridors.	Support organization of services, amenities, opportunities, housing choices in direct relationship to anchor neighborhoods, focusing investment toward areas that support plan goals and objectives.
Performance Metrics	# of new businesses and services locating within NC anchors, rents	# of new businesses and services locating within NMS anchors, rents	# of new businesses and services, housing infill, office, jobs locating within UMS anchors, rents	# of new businesses and services, housing infill, office, jobs locating within UMS anchors, rents
Form and Location Characteristics	NURTURE, SUSTAIN, and ACCELERATE - Primarily detached, single-family residences and commercial and institutional uses. Attached single-family, duplexes, triplexes, quadplexes and large homes (defined in the UDC as those apartment buildings with up to 6 units), including those with active ground floor commercial uses (including live/work) along sidewalk, are also permitted. Height: 1-3 stories. Scale: house-scale.	NURTURE, SUSTAIN, and ACCELERATE - Detached and attached single-family, duplexes, triplexes, quadplexes, large homes and apartments, including those with active ground floor commercial uses (including live/work) along sidewalk, as well as commercial and institutional uses. Height: 1-5 stories. Scales: house-scale and block-scale.	NURTURE, SUSTAIN, and ACCELERATE - Primarily attached; block-scale buildings; mix of uses with active ground floor uses along sidewalk; 1-7 stories	NURTURE, SUSTAIN, and ACCELERATE - Primarily attached; block-scale buildings; mix of uses with active ground floor uses along sidewalk; 1-12 stories

LAND USE CATEGORIES

Place Type	Citywide Anchors		Corridors	
Map Color				
Abbreviation	A-DT	A-C	CSL	CSH
Land Use Designation	Urban Core/ Downtown	Medical & Institutional Campus	Low Intensity Commercial & Services	High Intensity Commercial & Services
Description/Intent	Downtown is the walkable anchor for the City of Memphis. It is characterized by multi-story buildings with a vertical mix of uses and civic and institutional buildings that attract people from the entire region.	Walkable hospital and university campuses that catalyze activity in adjacent mixed-use areas.	Low intensity commercial and service areas typically not associated with anchors.	High intensity commercial and service areas typically not associated with anchors.
Applicability	The downtown Central Business District.	Large, contiguous hospital facilities and university campuses.	Low-intensity, auto-oriented corridors not suitable or appropriate for intensification.	High-intensity, auto-oriented corridors not suitable or appropriate for further intensification.
Goals/Objectives	Support continued reinvestment and intensification of the downtown core, housing choices, and economic development.	Support continued growth and development of medical and educational anchors.	Improved development patterns along auto-oriented commercial corridors, revitalization.	Maintainance of larger-scale commercial centers where viable.
Performance Metrics	# and type of jobs, new square footage construction, new business starts, % increase in occupancy, increase in property values	# and type of jobs, new square footage construction, new business starts, % increase in occupancy, increase in property values	% increase in occupancy, increase in property values	% increase in occupancy, increase in property values
Form and Location Characteristics	NURTURE, SUSTAIN, and ACCELERATE - Primarily attached Block-scale Buildings Mix of uses with active ground floor uses along sidewalk High-rise Multiple blocks	NURTURE, SUSTAIN and ACCELERATE - Attached and detached House-scale and block acale buildings Mix of uses with focus on institutional uses and active ground floor uses fronting primary streets Mid-rise with some high-rise Multiple blocks	Commercial and service uses 1-4 stories	Commercial and service uses with mixed use encouraged along avenues, boulevards and parkways as identified in the Street Types Map 1-7 stories

Place Type	Parks and Civic Space		
Map Color			
Abbreviation	OSN	PQP	PR
Land Use Designation	Open Space & Natural Features	Public & Quasi-Public Buildings & Uses	Parks & Recreation Facilities
Description/Intent	Wildlands, waterways, and natural features with a focus on preservation and occasional opportunities for passive recreation. Conservation Agriculture.	Civic buildings, schools, religious institutions and community facilities.	Public parks and active recreation facilities managed by the Division of Parks and Neighborhoods, other government agency, or nonprofit by contract.
Applicability	Wildlands, waterways, and natural features.	Civic buildings, schools, churches, community facilities.	Public parks and recreation spaces managed by the Division of Parks and Neighborhoods, other government agency, or nonprofit by contract.
Goals/Objectives	Preservation, restoration, and maintenance of natural habitat, flood control, environmental stewardship, passive recreation.	Institutional uses contributing to anchors, anchor neighborhoods, residential communities, contributions to civic space framework.	Active and passive recreation, greening, stewardship, increased accessibility to open space, increased open space/Memphian ratio.
Performance Metrics	Per capita open space acreage, open space proximity, permeable surfaces, water quality, air quality		Per capita parks acreage, parks proximity, design quality and utilization
Form and Location Characteristics	Conservation and recreational uses	Recreational and institutional uses	Recreational uses

LAND USE CATEGORIES

Place Type	Special Use Areas/Employment Areas		
Map Color			
Abbreviation	I	IF	TL
Land Use Designation	Industrial	Industrial Flex	Transportation & Logistics Facilities
Description/Intent	Higher intensity industrial areas.	Lower intensity industrial areas with a mix of uses and building scales that are generally compatible with nearby neighborhoods.	Airports, ports, railyards, and other traffic-generating uses that require significant space for staging and maneuvering activities.
Applicability	Single use heavy and light industrial uses that are not suitable for adjacency to neighborhoods and are located on parcels of a size that is appropriate for continued productive use. "High impact" manufacturing.	Suitable for light manufacturing, service, light industrial, compatibility with adjacent neighborhoods.	Warehousing, logistics, transportation, and storage.
Goals/Objectives	Preservation/maintenance of manufacturing/ industrial jobs where suitable, protection of neighborhoods from impactful uses and activities.	Evolution of single use industrial zones into mixed-use environments that are compatible with adjacent neighborhoods.	Continued preservation, maintenance, and intensification where appropriate of job centers related to transportation and logistics.
Performance Metrics	# and type of jobs, new square footage construction, new business starts, rents, redevelopment of existing industrial space, % increase in occupancy, increase in property values	# and type of jobs, new square footage construction, new business starts, rents, redevelopment of existing industrial space, % increase in occupancy, increase in property values	# and type of jobs, new square footage construction, new business starts, rents, redevelopment of existing industrial space
Form and Location Characteristics	Industrial 1-10 stories	Industrial with some commercial and service uses 1-6 stories	Transportation and logistics

Place Type	Transitional Areas		
Map Color			
Abbreviation	TN	TC	TI
Land Use Designation	Transitional Neighborhood	Transitional Commercial	Transitional Industrial
Description/Intent	Neighborhoods with high vacancy, natural hazards, contamination, and other factors that make recovery difficult and which may be appropriate for other uses.	Declining or abandoned commercial areas that are transitioning or are intended to transition from current outdated commercial uses to other more appropriate uses.	Declining or abandoned industrial areas that are transitioning or are intended to transition from current outdated industrial uses to other more appropriate uses.
Applicability	Areas that have been impacted by excessive vacancy, environmental hazards (flooding, brownfields), other conditions that make new investment/development difficult, but where existing residential activity will continue over the long term.	Abandoned/disinvested commercial areas in places where there is saturation and should be deprioritized for additional reinvestment.	Brownfields and underutilized/vacant industrial land, parcels otherwise not suitable for new industrial use, current and future land values not conducive to intensive development.
Goals/Objectives	Increased open space, environmental remediation, focusing investment away from areas not appropriate for continued investment, greening, job creation, training, stewardship.	Increased open space, environmental remediation, focusing investment away from areas not appropriate for continued investment, greening, job creation, training, stewardship, deconstruction of continuous commercial corridors to nodes of activity.	Increased open space, environmental remediation, focusing investment away from areas not appropriate for continued investment, greening, job creation, training, stewardship, deconstruction of legacy industrial facilities.
Performance Metrics	Increased open space and natural habitat, permeable surfaces, water quality, reduced blight, # and type of jobs.	Increased open space and natural habitat, permeable surfaces, water quality, reduced blight, # and type of jobs.	Increased open space and natural habitat, permeable surfaces, water quality, reduced blight, # and type of jobs, remediated acres.
Form and Location Characteristics	n/a	n/a	n/a

COMMUNITIES



Anchor Neighborhood - Primarily Single-Unit

AN-S

Primarily Single-Unit Anchor Neighborhoods are characterized by house scale buildings between one and three stories high. A mixture of detached and semi-detached homes fills this residential designation around the anchor location, mostly consisting of single-family homes or duplexes. These neighborhoods are located within a 10-minute walk of the anchor, making residential more accessible for pedestrians to anchor amenities.



Description/Intent	Walkable neighborhoods within a 5-10 minute walk of a Community Anchor. These neighborhoods are made up of single-unit and duplex housing.
Applicability	Places where existing single family neighborhoods can be strengthened through renovation, stabilization, and infill in a walkable and transit-oriented/supportive pattern.
Goals/Objectives	Preservation and stabilization of neighborhoods, focusing investment toward areas that support plan goals and objectives, locating housing near services and jobs, building up not out.
Performance Metrics	Number of renovated housing units in anchor neighborhoods, number and type of infill housing units in anchor neighborhoods.
Zoning Notes	Generally compatible with the following zone districts: R-15, R-10, R-8, R-6, R-3, RU-1, MDR in accordance with Form and characteristics listed below. Consult zoning map and applicable overlays for current and effective regulations. May consider rezonings within anchor neighborhood areas (eg from R- to RU-), as appropriate, at the time of a small area plan.
Form and Location Characteristics	<p>NURTURE - Primarily detached, single-family residences. Attached single-family residences permitted on parcels within 100 feet of an anchor. Height: 1-2 stories. Scale: house-scale.</p> <p>SUSTAIN - Primarily detached, single-family residences. Attached single-family residences permitted on parcels within 100 feet of an anchor and along avenues, boulevards and parkways as identified in the Street Types Map. Height: 1-3 stories. Scale: house-scale.</p> <p>ACCELERATE - Primarily detached, single-family residences. Attached single-family, duplexes, triplexes and quadplexes permitted on parcels within 100 feet of an anchor; at intersections where the presence of such housing type currently exists at the intersection and along avenues, boulevards and parkways as identified in the Street Types Map. Height: 1-3 stories. Scale: house-scale.</p>

COMMUNITIES

Anchor Neighborhood - Primarily Single-Unit (AN-S)



Hickory Hill

COMMUNITIES



Anchor Neighborhood - Mix of Building Types

AN-M

Mix of Building Types Anchor Neighborhoods are a combination of one to three-story house-scale buildings with building scale large home and apartments of up to four stories closes to anchors and along corridors. In these neighborhoods is a mix of attached, semi-detached, and detached residential, all located within a 10-minute walk from the anchor destination. Any mixed-use is along corridors, allowing shopping destinations to connect between mixed-use and residential neighborhoods.



Description/Intent	Walkable neighborhoods within a 5-10 minute walk of a Community Anchor. These neighborhoods are made up of a mix of single-unit and multi-unit housing.
Applicability	Places where a mix of residential and mixed-use building types are present or appropriate to encourage through infill in a walkable and transit-oriented/supportive pattern.
Goals/Objectives	Preservation, stabilization, and/or intensification of neighborhoods, focusing investment toward areas that support plan goals and objectives, locating housing near services, jobs, transit, building up not out.
Performance Metrics	Number of renovated housing units in anchor neighborhoods, number and type of infill housing units in anchor neighborhoods.
Zoning Notes	Generally compatible with the following zone districts: RU-2, RU-3, RU-4, R-SD, R-R, MDR in accordance with Form and characteristics listed below. Consult zoning map and applicable overlays for current and effective regulations. May consider rezonings within anchor neighborhood areas, as appropriate, at the time of a small area plan. Height calibration.
Form and Location Characteristics	<p>NURTURE/SUSTAIN - Primarily detached, single-family residences. Attached single-family, duplexes, triplexes and quadplexes permitted on parcels within 100 feet of an anchor and at intersections where the presence of such housing type currently exists; Other housing and commercial types along avenues, boulevards and parkways as identified in the Street Types Map where same types exist on two or more adjacent parcels. Height: 1-3 stories. Scale: house-scale.</p> <p>ACCELERATE: Primarily detached, single-family house-scale residences of 1-3 stories in height. Attached, house-scale single-family, duplexes, triplexes and quadplexes of 1-3 stories in height permitted on parcels within 200 feet of an anchor and at intersections where the presence of such housing type currently exists. Building-scale large homes and apartments of 2-4 stories in height permitted on parcels within 100 feet of an anchor; at intersections where the presence of such housing type currently exists at the intersection. Other housing and commercial types along avenues, boulevards and parkways as identified in the Street Types Map where same types exist on one or more adjacent parcels.</p>

COMMUNITIES

Anchor Neighborhood - Mix of Building Types (AN-M)



N. Tucker between Madison Ave. and Court Ave.

COMMUNITIES

Anchor Neighborhood – Urban

AN-U

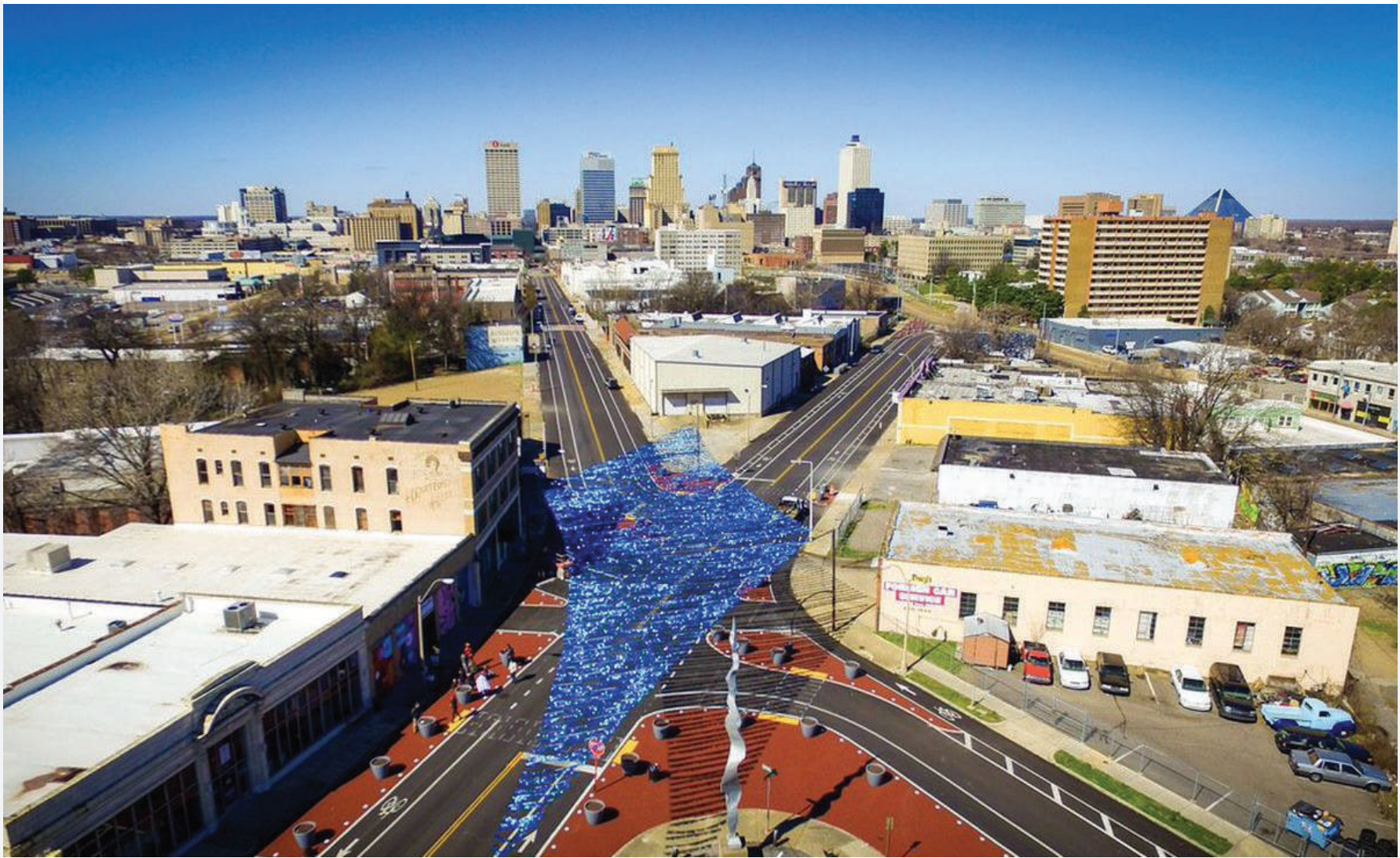
Urban Anchor Neighborhoods are destinations for public and private amenities that are within walkable distance to a Citywide Anchor. Most buildings are between three and seven stories with an occasional high rise and are a mixture of attached and unattached. The scale of buildings is largely at the block level with some multiplex footprints, making an Anchor Neighborhood - Urban a diverse living and shopping community surrounding a local anchor. Green space may be interspersed to provide community common space.

Description/Intent	Walkable residential and mixed-use districts within a 5-10 minute walk of a Citywide Anchor, consisting of block-scale buildings.
Applicability	Areas around Urban Core/Downtown and Medical Districts and Institutional Campuses with large lots suitable for large block-scale infill and redevelopment.
Goals/Objectives	Support continued reinvestment and intensification of areas within walking distance to urban core and medical and educational anchors to support those anchors.
Performance Metrics	Number of renovated housing units in anchor neighborhoods, number and type of infill housing units in anchor neighborhoods.
Zoning Notes	Generally compatible with the following zone districts: RU-4, RU-5, R-B in accordance with Form and characteristics listed below. Consult zoning map and applicable overlays for current and effective regulations. May consider rezonings within anchor neighborhood areas as appropriate, at the time of a small area plan. Height calibration.
Form and Location Characteristics	NURTURE, SUSTAIN, and ACCELERATE - Buildings attached, semi-detached, and detached Primarily block-scale with some house-scale Residential, commercial, or mix of uses 1-8 stories height (and potential occasional high-rise) Primarily within 1/4 mile of a Citywide Anchor



COMMUNITIES

Anchor Neighborhood - Urban (AN-U)



Edge District, Photo Credit: Downtown Memphis Commission

COMMUNITIES

Primarily Single-Unit Neighborhood

NS

Primarily Single-Unit Neighborhoods are located greater than a half-mile outside of any anchor destination. These neighborhoods contain mostly detached, house scale residences, serving mostly single-family style living. This is considered the typical suburban community that is not as walkable or accessible from an anchor.



Description/Intent	Residential neighborhoods consisting primarily of single-unit houses that are not near a Community Anchor.
Applicability	Places that consist of single unit houses and are not physically connected through streets and paths to at least one Citywide or Community Anchor.
Goals/Objectives	Preservation/maintenance of existing single family housing stock and neighborhoods
Performance Metrics	Stable/positive occupancy trends
Zoning Notes	Generally compatible with the following zone districts: R-E, R-15, R-10, R-8 in accordance with Form and characteristics listed below. Consult zoning map and applicable overlays for current and effective regulations. Changes unlikely; may consider rezonings, as appropriate, at the time of a small area plan.
Form and Location Characteristics	Primarily detached House-scale buildings Primarily residential 1-3 stories Beyond 1/2 mile from a Community Anchor

COMMUNITIES

Primarily Single-Unit Neighborhood (NS)



Belle Meade

COMMUNITIES

Primarily Multifamily Neighborhood

NM

Multifamily Neighborhoods are characterized by their house and block size buildings that are a combination of attached, detached and semi-attached homes. These neighborhoods are major residential hubs that consist of apartment complexes and condominiums, and located greater than a 10-minute walk outside of the closest anchor.



Description/Intent	Residential neighborhoods consisting primarily of multi-unit buildings that are not near a Community Anchor.
Applicability	Places that consist primarily of multi-unit buildings and are not physically connected through streets and paths to at least one Citywide or Community Anchor.
Goals/Objectives	Preservation/maintenance of existing multi-family housing
Performance Metrics	Stable/positive occupancy trends
Zoning Notes	Generally compatible with the following zone districts: RU-3, RU-4, RU-5, R-MP in accordance with Form and characteristics listed above. Consult zoning map and applicable overlays for current and effective regulations. Changes unlikely. Unclear that existing multifamily areas are compatible with RU- standards. Some height calibration. May consider rezoning, as appropriate, at the time of a small area plan.
Form and Location Characteristics	<div>Attached, semi-detached, and detached</div> <div>House-scale and some block-scale buildings</div> <div>Primarily residential with mixed use encouraged along avenues, boulevards and parkways as identified in the Street Types Map</div> <div>1-3+ stories height</div> <div>Beyond 1/2 mile from a Community Anchor</div>

COMMUNITIES

Primarily Multifamily Neighborhood (NM)



East

ANCHORS



Neighborhood Crossing

A-NC

Neighborhood Crossing anchors are characterized by primarily detached house-scale buildings anchored by community institutions. Neighborhood Crossings provide convenient services to the surrounding residential neighborhoods in which they are embedded, allowing neighbors to walk or bike there. A neighborhood crossing can serve as a destination where neighbors rub elbows, and when thriving, can contribute to community character and identity.



Description/Intent	Small, walkable mixed-use centers comprised of house-scale buildings embedded within otherwise residential neighborhoods.
Applicability	Small centers organized around an intersection where predominantly horizontal mix of uses and activities is present or appropriate as a low-intensity anchor for a surrounding neighborhood.
Goals/Objectives	Support organization of services, amenities, and opportunities in direct relationship to anchor neighborhoods, focusing investment toward areas that support plan goals and objectives.
Performance Metrics	Number of new businesses and services locating within NC anchors, rents.
Zoning Notes	<p>Generally compatible with the following zone districts: RW in accordance with Form and characteristics listed above. Consult zoning map and applicable overlays for current and effective regulations. May consider rezonings within anchor neighborhood areas as appropriate, at the time of a small area plan.</p> <p>Additional analysis needed regarding where this zone is applied. May need a new or modified CMU zone to accommodate this kind of form and suite of uses.</p>
Form and Location Characteristics	<p>NURTURE, ACCELERATE, and SUSTAIN</p> <p>Primarily detached, single-family residences and commercial and institutional uses. Attached single-family, duplexes, triplexes, quadplexes and large homes (defined in the UDC as those apartment buildings with up to 6 units), including those with active ground floor commercial uses (including live/work) along sidewalk, are also permitted. Height: 1-3 stories. Scale: house-scale.</p>

ANCHORS

Neighborhood Crossing (A-NC)



Mississippi Blvd. at Walker Ave.

ANCHORS



Neighborhood Main Street

A-NMS

Neighborhood Main Street anchors are characterized by attached and detached mixed-use buildings that line the perimeter of the block along a street and may span several adjacent blocks. Neighborhood Main Streets provide retail and services to the surrounding neighborhoods. They serve as walkable or bikeable destinations where community members can meet multiple daily needs in a single trip. When thriving, they are nodes of activity that enliven a neighborhood.



Description/Intent	Walkable, mixed-use centers comprised of house-scale buildings, some of which may be attached, lining two facing blocks, sometimes extending for several adjacent blocks.
Applicability	Medium-sized centers stretching along a main street where a predominantly horizontal mix of uses and activities is present or appropriate as a moderate-intensity anchor for a surrounding neighborhood.
Goals/Objectives	Support organization of services, amenities, and opportunities in direct relationship to anchor neighborhoods, focusing investment toward areas that support plan goals and objectives.
Performance Metrics	Number of new businesses and services locating within NMS anchors, rents.
Zoning Notes	<p>Generally compatible with the following zone districts: MU, NC, CMU-1, CMU-2 with frontage requirements (MO District) in accordance with Form and characteristics listed above. Consult zoning map and applicable overlays for current and effective regulations. May consider rezonings within anchor neighborhood areas as appropriate, at the time of a small area plan.</p> <p>Analysis to determine if minimum lot sizes and parking requirements are suitable to promote infill. Recommend embedding private frontage standards into zones.</p>
Form and Location Characteristics	NURTURE, ACCELERATE, and SUSTAIN - Detached and attached singlefamily, duplexes, triplexes, quadplexes, large homes and apartments, including those with active ground floor commercial uses (including live/work) along sidewalk, as well as commercial and institutional uses. Height: 1-5 stories. Scales: house-scale and block-scale.

ANCHORS

Neighborhood Main Street (A-NMS)



Walker Ave. Between Brister and S. Highland

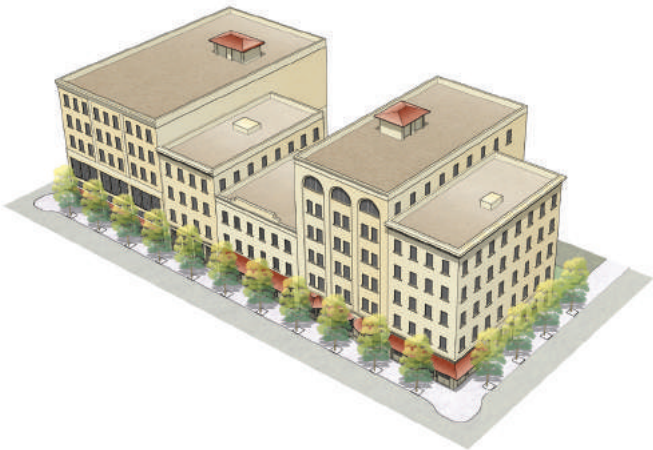
ANCHORS



Urban Main Street

A-UMS

Urban Main Street anchors are characterized by attached mixed-use buildings that span multiple blocks along a street. An Urban Main Street provides retail and services to surrounding neighborhoods in a pedestrian-friendly environment, making it possible to accomplish several errands in a single trip. An Urban Main Street is a center of activity and supports a shared sense of community.



Description/Intent	Walkable, vertically-mixed use centers comprised of multi-story block-scale and house-scale buildings, most of which are attached, lining two facing blocks and extending for several adjacent blocks.
Applicability	Medium-sized centers stretching along a main street where a vertical mix of uses and activities is present or appropriate as a moderate to high-intensity anchor for a surrounding urban neighborhood.
Goals/Objectives	Support organization of services, amenities, opportunities, and housing choices in direct relationship to anchor neighborhoods, focusing investment toward areas that support plan goals and objectives, nodal development of continuous commercial corridors.
Performance Metrics	Number of new businesses and services, housing infill, office, jobs locating within UMS anchors, rents.
Zoning Notes	<p>Generally compatible with the following zone districts: MU, NC, CMU-2 with frontage requirements (MO District), CMP-2, SM in accordance with Form and characteristics listed above. Consult zoning map and applicable overlays for current and effective regulations. May consider rezonings within anchor neighborhood areas as appropriate, at the time of a small area plan.</p> <p>Analysis to determine if minimum lot sizes and parking requirements are suitable to promote infill in all applicable zones. Recommend embedding private frontage standards into zones. Height calibration.</p>
Form and Location Characteristics	<p>NURTURE, SUSTAIN, and ACCELERATE</p> <p>Buildings primarily attached</p> <p>Block-scale buildings</p> <p>Mix of uses</p> <p>1-7 stories height</p>

ANCHORS

Urban Main Street (A-UMS)



S. Highland Between Midland and Central Ave.

ANCHORS



Urban Center

A-UC

Urban Center anchors are characterized by attached buildings that continue for multiple blocks along a street. An Urban Center includes a vertical mix of uses, featuring civic and cultural institutions that serve many neighborhoods or the entire city and which may anchor the center. An Urban Center is a destination for walkable retail, service, and leisure, but accessible from across the city by multiple modes of transportation. Green space may be interspersed to provide community common space.

Description/Intent	Walkable, mixed-use center comprised of multi-story block-scale and some house-scale buildings, extending for several adjacent blocks and alongside streets to start to form a district. May be anchored by a destination that attracts people from across the City.
Applicability	Medium to large sized centers extending through a district where a vertical mix of uses and activities is present or appropriate as a higher-intensity anchor for a surrounding urban neighborhood.
Goals/Objectives	Support organization of services, amenities, opportunities, and housing choices in direct relationship to anchor neighborhoods, focusing investment toward areas that support plan goals and objectives.
Performance Metrics	Number of new businesses and services, housing infill, office, jobs locating within UMS anchors, rents.
Zoning Notes	<p>Generally compatible with the following zone districts CMU-3 with frontage requirements (MO District), CMP-1, SE in accordance with Form and characteristics listed above. Consult zoning map and applicable overlays for current and effective regulations. May consider rezonings within anchor neighborhood areas as appropriate, at the time of a small area plan.</p> <p>Analysis to check that minimum lot sizes and parking requirements are suitable to promote infill in all applicable zones. Recommend embedding private frontage standards into zones. Height calibration.</p>
Form and Location Characteristics	<p>NURTURE, SUSTAIN, and ACCELERATE</p> <p>Buildings primarily attached</p> <p>Block-scale buildings</p> <p>Mix of uses</p>



ANCHORS

Urban Center (A-UC)



Poplar at Mendenhall

ANCHORS

Urban Core/ Downtown

A-DT

Downtown is the anchor for the City of Memphis. It is characterized by mid and high-rise mixed-use buildings placed close to the sidewalk to create a thriving pedestrian environment which is supported by high quality streetscapes and public spaces. Downtown is a Citywide destination where people work, live, shop, and play. It is accessible from across the City by multiple modes of transportation. Green space may be interspersed to provide community common space.

Description/Intent	Downtown is the walkable anchor for the City of Memphis. It is characterized by multi-story buildings with a vertical mix of uses and civic and institutional buildings that attract people from the entire region.
Applicability	The Downtown Central Business District.
Goals/Objectives	Support continued reinvestment and intensification of the Downtown core, housing choices, and economic development.
Performance Metrics	Number and type of jobs, new square footage construction, new business starts, % increase in occupancy, increase in property values
Zoning Notes	<p>Generally compatible with the following zone districts CBD in accordance with Form and characteristics listed above. Consult zoning map and applicable overlays for current and effective regulations. May consider rezonings within anchor neighborhood areas as appropriate, at the time of a small area plan.</p> <p>Analysis of existing frontage/setback standards to ensure good downtown form. Consider building envelope standards to provide more definition to height and bulk.</p>
Form and Location Characteristics	<p>NURTURE, SUSTAIN, and ACCELERATE -</p> <p>Buildings primarily attached Block-scale buildings</p> <p>Mix of uses</p> <p>High-rise</p> <p>Multiple blocks of extent</p>



ANCHORS

Urban Core/ Downtown (A-DT)



Downtown

ANCHORS

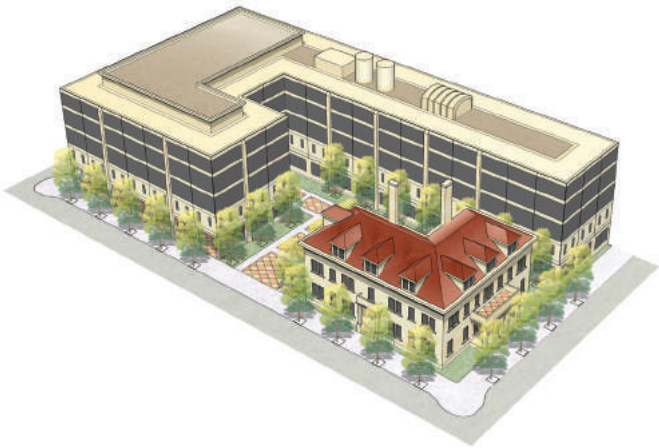


Medical & Institutional Campus

A-C

Medical and Institutional Campus anchors are characterized by a mix of building types and sizes that primarily serve a single institutional use and may include supportive uses and activities. These anchors are walkable places that catalyze activity in adjacent mixed-use anchors and provide a transition of building form and scale where they are adjacent to residential neighborhoods. These areas are accessible from across the city by multiple modes of transportation. Green space may be interspersed to provide community common space.

Description/Intent	Walkable hospital and university campuses that catalyze activity in adjacent mixed-use areas.
Applicability	Large, contiguous hospital facilities and university campuses.
Goals/Objectives	Support continued growth and development of medical and educational anchors.
Performance Metrics	Number and type of jobs, new square footage construction, new business starts, % increase in occupancy, increase in property values
Zoning Notes	<p>Generally compatible with the following zone districts UH, CMU-3 in accordance with Form and characteristics listed above. Consult zoning map and applicable overlays for current and effective regulations. May consider rezonings within anchor neighborhood areas as appropriate, at the time of a small area plan.</p> <p>Analysis to determine if CMU-3 is appropriate zone district to apply to these types of uses.</p>
Form and Location Characteristics	<p>NURTURE, SUSTAIN, and ACCELERATE</p> <p>Buildings attached and detached</p> <p>House-scale and block-scale buildings</p> <p>Mix of uses with focus on institutional uses</p> <p>Mid-rise with some high-rise</p> <p>Multiple blocks of extent</p>



ANCHORS

Medical & Institutional Campus (A-C)



University of Memphis

CORRIDORS



Low Intensity Commercial & Services

CSL

Low Intensity Commercial and Service areas consist of low-rise buildings accessible mainly by a car and can encompass up to 5 acres of land for one building. These service areas are outside of the anchor boundary and are usually located along a corridor or within its own area of multiple commercial and service amenities.



Description/Intent	Low Intensity Commercial and Service areas typically not associated with anchors.
Applicability	Low intensity, auto-oriented corridors not suitable or appropriate for intensification.
Goals/Objectives	Improved development patterns along auto-oriented commercial corridors, revitalization
Performance Metrics	% increase in occupancy, increase in property values
Zoning Notes	Generally compatible with the following zone districts: CMU-1 without frontage requirements, OG, SDBP in accordance with Form and characteristics listed above. Consult zoning map and applicable overlays for current and effective regulations. May consider rezonings, as appropriate, at the time of a small area plan. Analysis for where these standards can be applied and approved
Form and Location Characteristics	Commercial and services uses 1-4 stories height

CORRIDORS

Low Intensity Commercial & Services (CSL)



Summer Ave. at Bartlett Rd.

CORRIDORS

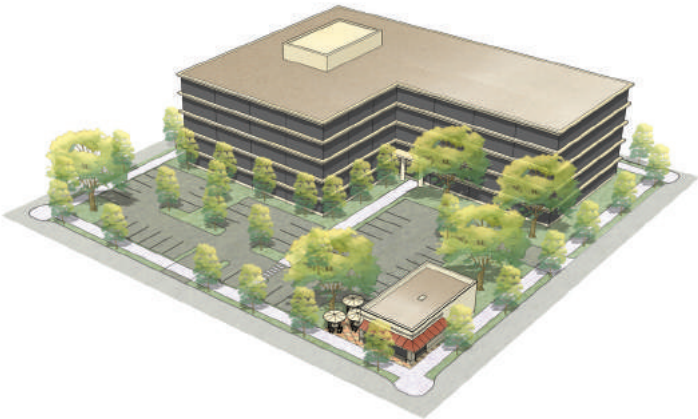


High Intensity Commercial & Services

CSH

High Intensity Commercial and Service areas are similar to low intensity areas in that they also attract residents from near and far for various commercial businesses and can service greater than a 3-mile radius. These areas are auto-oriented and located outside of anchors. Building sizes can vary in height, but have a much greater floor footprint with often more leasable space than low intensity areas, and often will not be suitable for future intensification of the area.

Description/Intent	High Intensity Commercial and Service areas typically not associated with anchors.
Applicability	High intensity, auto-oriented corridors not suitable or appropriate for further intensification.
Goals/Objectives	Maintenance of larger-scale commercial centers where viable
Performance Metrics	% increase in occupancy, increase in property values
Zoning Notes	<p>Generally compatible with the following zone districts: CMU-2, CMU-3 without frontage requirements, C-G in accordance with Form and characteristics listed above. Consult zoning map and applicable overlays for current and effective regulations. May consider rezonings, as appropriate, at the time of a small area plan.</p> <p>Analysis for where these standards can be applied and approved</p>
Form and Location Characteristics	<p>Commercial and services uses with mixed use encouraged along avenues, boulevards and parkways as identified in the Street Types Map</p> <p>1-7 stories height</p>



CORRIDORS

High Intensity Commercial & Services (CSH)



Wolfchase Mall, N. Germantown Pkwy.

PARKS & CIVIC SPACE

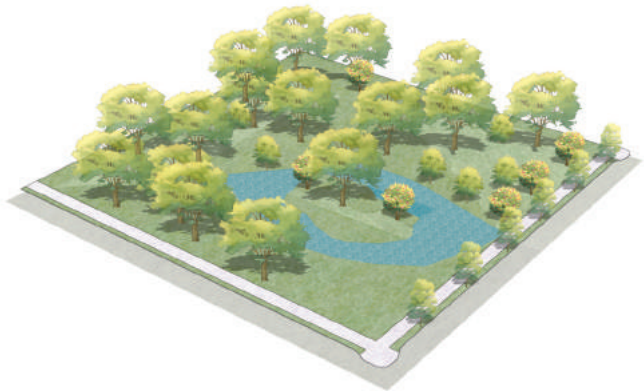


Open Spaces & Natural Features

OBN

Open Spaces and Natural Features are mainly natural features with a focus on preservation and sometimes allow for passive recreation, such as wildlands, wetlands, or waterways. These lands mainly perform environmental functions that allow for natural wildlife and ecological interactions to occur, therefore, necessitating conservation practices when applicable.

Description/Intent	Wildlands, waterways, and natural features with a focus on preservation and occasional opportunities for passive recreation. Conservation Agriculture.
Applicability	Wildlands, waterways, and natural features.
Goals/Objectives	Preservation, restoration, and maintenance of natural habitat, flood control, environmental stewardship, passive recreation
Performance Metrics	Per capita open space acreage, open space proximity, permeable surfaces, water quality, air quality
Zoning Notes	<p>Generally compatible with the following zone districts: OS, FW, CA in accordance with Form and characteristics listed above. Consult zoning map and applicable overlays for current and effective regulations. Changes unlikely; may consider rezonings, as appropriate, at the time of a small area plan.</p> <p>Analysis to understand how uses like wind farms, solar farms, stormwater facilities, community gardens/CSAs, apiaries, timber harvesting, or other similar uses are integrated into these zones.</p>
Form and Location Characteristics	Conservation and recreational uses



PARKS & CIVIC SPACE

Open Spaces & Natural Features (OBN)



Audubon Park, Photo: Spotlight Productions

PARKS & CIVIC SPACE



Public & Quasi-Public Buildings & Uses

PQP

Public and Quasi-Public Building areas are public buildings used for recreation or as an institution, such as schools, churches, community center, libraries, and civic buildings. These places are easily accessible by foot or automobile and have formal access points that address the street.



Description/Intent	Civic buildings, schools, religious institutions and community facilities.
Applicability	Civic buildings, schools, churches, community facilities.
Goals/Objectives	Institutional uses contributing to anchors, anchor neighborhoods, residential communities, contributions to civic space framework
Zoning Notes	Generally compatible with the following zone districts: CIV in accordance with Form and characteristics listed above. Consult zoning map and applicable overlays for current and effective regulations. Changes unlikely; may consider rezonings, as appropriate, at the time of a small area plan.
Form and Location Characteristics	Recreational and Institutional uses

PARKS & CIVIC SPACE

Public & Quasi-Public Buildings & Uses (PQP)



Hickory Hill Community Center

PARKS & CIVIC SPACE



Parks & Recreational Facilities

PR

Parks and Recreational Facilities are designated public spaces that are meant to be walkable with forms of active and passive recreation. These areas usually contain formal access points from the street and can be any size up to a regional park.



Description/Intent	Public parks and active recreation facilities managed by the Division of Parks and Neighborhoods, other government agency, or nonprofit by contract.
Applicability	Public parks and recreation spaces managed by the Division of Parks and Neighborhoods, other government agency, or nonprofit by contract
Goals/Objectives	Active and passive recreation, greening, stewardship, increased accessibility to open space, increased open space/Memphian ratio
Performance Metrics	Per capita parks acreage, parks proximity, design quality and utilization
Zoning Notes	Generally compatible with the following zone districts: P in accordance with Form and characteristics listed above. Consult zoning map and applicable overlays for current and effective regulations. Changes unlikely; may consider rezonings, as appropriate, at the time of a small area plan.
Form and Location Characteristics	Recreational uses

PARKS & CIVIC SPACE

Parks & Recreational Facilities (PR)



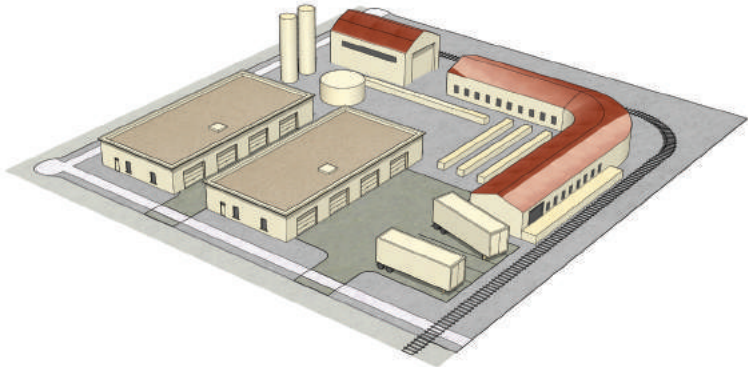
Hickory Hill Park

SPECIAL USE & EMPLOYMENT AREAS



Industrial

Industrial areas are primarily higher intensity forms that are not suitable next to neighborhoods. These active areas are located on land where it is productive for the continued existence of high impact manufacturing and would not need to change to another usage. Industrial areas are usually located alongside highways and thus are majorly accessed by cars, trucks, and freight infrastructure.



Description/Intent	Higher intensity industrial areas.
Applicability	Single-use heavy and light industrial uses that are not suitable for adjacency to neighborhoods and are located on parcels of a size that is appropriate for continued productive use. "High impact" manufacturing.
Goals/Objectives	Preservation/maintenance of manufacturing/industrial jobs where suitable, protection of neighborhoods from impactful uses and activities
Performance Metrics	Number and type of jobs, new square footage construction, new business starts, rents, redevelopment of existing industrial space, % increase in occupancy, increase in property values
Zoning Notes	Generally compatible with the following zone districts: IH in accordance with Form and characteristics listed above. Consult zoning map and applicable overlays for current and effective regulations. May consider rezonings, as appropriate, at the time of a small area plan to limit the use of this district specifically to noxious and/or incompatible high-intensity industrial uses.
Form and Location Characteristics	Industrial 1-10 stories

SPECIAL USE & EMPLOYMENT AREAS

Industrial (I)



ADM Southern Cotton Oil Plant at Chelsea and Fairfax

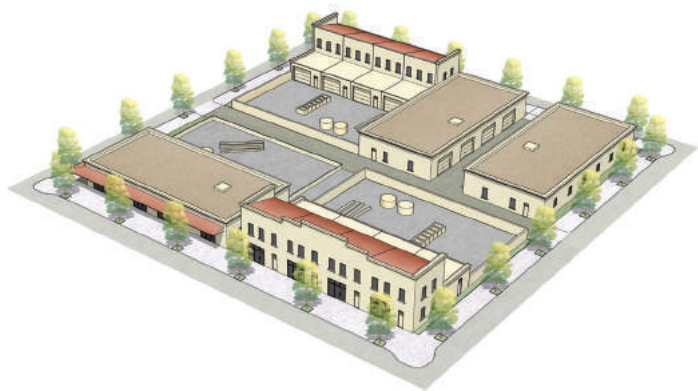
SPECIAL USE & EMPLOYMENT AREAS



IF
Industrial Flex

Industrial Flex land allows for mixed-use, which makes this land versatile for development and employment as it is also not on conservation lands or floodplain. This area is lower intensity manufacturing, usually at the scale of one to three stories and can be located next to residential neighborhoods due to their low emissions of sound, light and air pollution.

Description/Intent	Lower intensity industrial areas with a mix of uses and building scales that are generally compatible with nearby neighborhoods.
Applicability	Suitable for light manufacturing, service, light industrial, compatibility with adjacent neighborhoods
Goals/Objectives	Evolution of single use industrial zones into mixed-use environments that are compatible with adjacent neighborhoods
Performance Metrics	Number and type of jobs, new square footage construction, new business starts, rents, redevelopment of existing industrial space, % increase in occupancy, increase in property values
Zoning Notes	<p>Generally compatible with the following zone districts: EMP, ULI n accordance with Form and characteristics listed above. Consult zoning map and applicable overlays for current and effective regulations.</p> <p>May consider establishing Industrial mixed-use zones or CMU- zones that can accommodate compatible production-oriented facilities related to neighborhoods, using EMP more specifically to certain kinds of development (at the time of a small area plan).</p>
Form and Location Characteristics	<p>Industrial with some commercial and service uses</p> <p>1-6 stories</p>



SPECIAL USE & EMPLOYMENT AREAS

Industrial Flex (IF)



Getwell Road

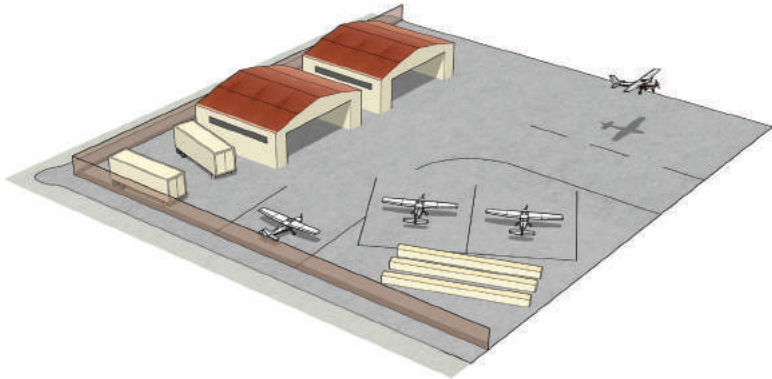
SPECIAL USE & EMPLOYMENT AREAS

TL

Transportation & Logistics Facilities

These land areas are known for their transportation and logistics employment services, such as airports, ports, railyards, and other freight uses. These facilities usually require large areas of land and are mainly accessible by highways. Transportation and Logistics Facilities generate a large amount of regional employment due to the needs of varying skill levels and involve dispersal of goods regularly.

Description/Intent	Airports, ports, railyards, and other traffic-generating uses that require significant space for staging and maneuvering activities.
Applicability	Warehousing, logistics, transportation, and storage.
Goals/Objectives	Continued preservation, maintenance, and intensification where appropriate job centers related to transportation and logistics
Performance Metrics	Number and type of jobs, new square footage construction, new business starts, rents, redevelopment of existing industrial space
Zoning Notes	Generally compatible with the following zone districts: WD, IH* in accordance with Form and characteristics listed above. Consult zoning map and applicable overlays for current and effective regulations. May want to consider zoning specifically for transportation and logistics facilities.
Form and Location Characteristics	Transportation and logistics



SPECIAL USE & EMPLOYMENT AREAS

Transportation & Logistics Facilities (TL)



Memphis International Airport

TRANSITIONAL AREAS



Transitional Neighborhood

TN

Transitional Neighborhoods are distressed neighborhoods with high vacancy rates mixed with existing residential activity that will continue over the long term. These neighborhoods are sometimes left over from environmental hazards such as flooding and brownfields and/or other conditions that make future investment difficult and are often unable to recover.

Description/Intent	Neighborhoods with high vacancy, natural hazards, contamination, and other factors that make recovery difficult and which may be appropriate for other uses.
Applicability	Areas that have been impacted by excessive vacancy, environmental hazards (flooding, brownfields), other conditions that make new investment/development difficult, but where existing residential activity will continue over the long term
Goals/Objectives	Increased open space, environmental remediation, focusing investment away from areas not appropriate for continued investment, greening, job creation, training, stewardship
Performance Metrics	Increased open space and natural habitat, permeable surfaces, water quality, reduced blight, number and type of jobs
Zoning Notes	Consult zoning map and applicable overlays for current and effective regulations. May consider rezonings of residential zone areas with a high occurrence of vacancy and little potential for infill and investment (at the time of a small area plan). This could be created with an overlay zone (eg Youngstown - "limited services overlay") that would allow/ encourage more creative land recycling uses (wind & solar, stormwater, community gardens, apiaries, timber harvesting, etc.). Could also consider increasing minimum lot sizes or other tools to encourage land consolidation/banking
Form and Location Characteristics	n/a



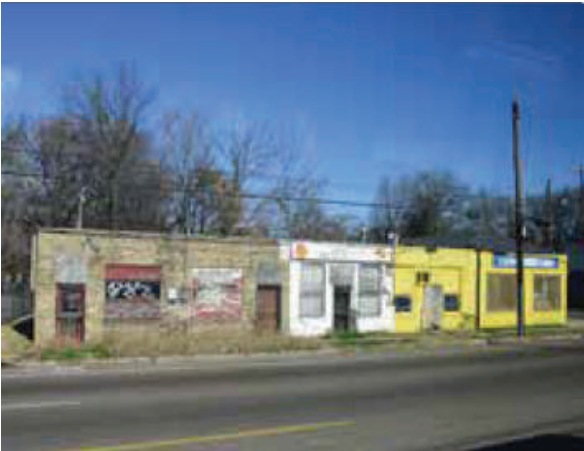
TRANSITIONAL AREAS



Transitional Commercial
TC

Transitional Commercial areas are commercial areas that have faced decline and disinvestment over years. These areas are usually saturated with vacant business fronts that are intended to transition from outdated commercial uses to more appropriate uses over time but not prioritized for reinvestment.

Description/Intent	Declining or abandoned commercial areas that are transitioning or are intended to transition from current outdated commercial uses to other more appropriate uses.
Applicability	Abandoned/disinvested commercial areas in places where there is saturation and should be deprioritized for additional reinvestment
Goals/Objectives	Increased open space, environmental remediation, focusing investment away from areas not appropriate for continued investment, greening, job creation, training, stewardship, deconstruction of continuous commercial corridors to nodes of activity
Performance Metrics	Increased open space and natural habitat, permeable surfaces, water quality, reduced blight, number and type of jobs
Zoning Notes	Consult zoning map and applicable overlays for current and effective regulations. May consider rezonings, as appropriate, at the time of a small area plan. This could be created with an overlay zone that would allow/encourage more creative land recycling uses (wind & solar, stormwater, community gardens, apiaries, timber harvesting, etc.)
Form and Location Characteristics	n/a



TRANSITIONAL AREAS



TI

Transitional Industrial

Transitional Industrial areas are identified by the declining or abandoned industries located on and around the site. These can sometimes be classified as brownfields, vacant industrial parcels, or places no longer suitable for industrial use since land values no longer are conducive to intensive development and/or location is in a sensitive environmental area or near residential. These spaces are better to transition into open space and/or passive recreation which may require environmental remediation, but may be put back to productive use.

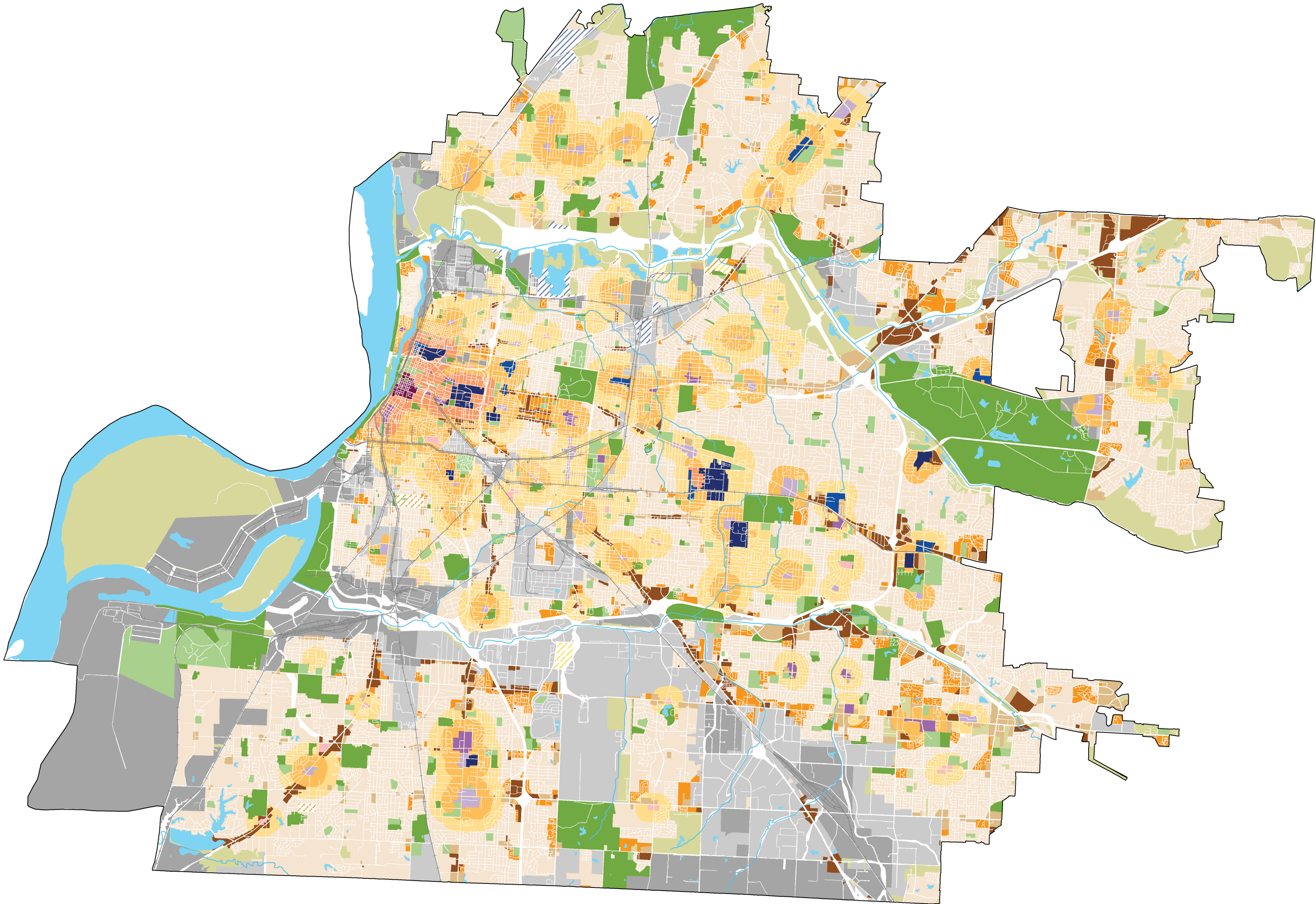
Description/Intent	Declining or abandoned industrial areas that are transitioning or are intended to transition from current outdated industrial uses to other more appropriate uses.
Applicability	Brownfields and underutilized/vacant industrial land, parcels otherwise not suitable for new industrial use, current and future land values not conducive to intensive development
Goals/Objectives	Increased open space, environmental remediation, focusing investment away from areas not appropriate for continued investment, greening, job creation, training, stewardship, deconstruction of legacy industrial facilities
Performance Metrics	Increased open space and natural habitat, permeable surfaces, water quality, reduced blight, number and type of jobs, remediated acres
Zoning Notes	Consult zoning map and applicable overlays for current and effective regulations. May consider rezonings, as appropriate, at the time of a small area plan of existing industrial land not associated with anchors and little potential for infill and investment. This could be created with an overlay zone that would allow/ encourage more creative land recycling uses (wind & solar, stormwater, community gardens, apiaries, timber harvesting, phytoremediation)
Form and Location Characteristics	n/a



Future Land Use Planning Map

This map shows future land use for all areas of the City of Memphis. To view a larger version of this map, go to <https://www.memphis3point0.com/maps>.

- Anchor Neighborhood - Primarily Single Unit
- Anchor Neighborhood - Mix of Building Types
- Anchor Neighborhood - Urban
- Primarily Single Unit Neighborhood
- Primarily Multifamily Neighborhood
- Neighborhood Crossing
- Neighborhood Main Street
- Urban Main Street
- Urban Center
- Urban Core / Downtown
- Medical & Institutional Campus
- Low Intensity Commercial & Services
- High Intensity Commercial & Services
- Open Space & Natural Features
- Public & Quasi-Public Buildings & Uses
- Parks & Recreation Facilities
- Industrial
- Industrial Flex
- Transportation & Logistics Facilities
- Transitional Neighborhood
- Transitional Commercial
- Transitional Industrial



Street Typology and Design

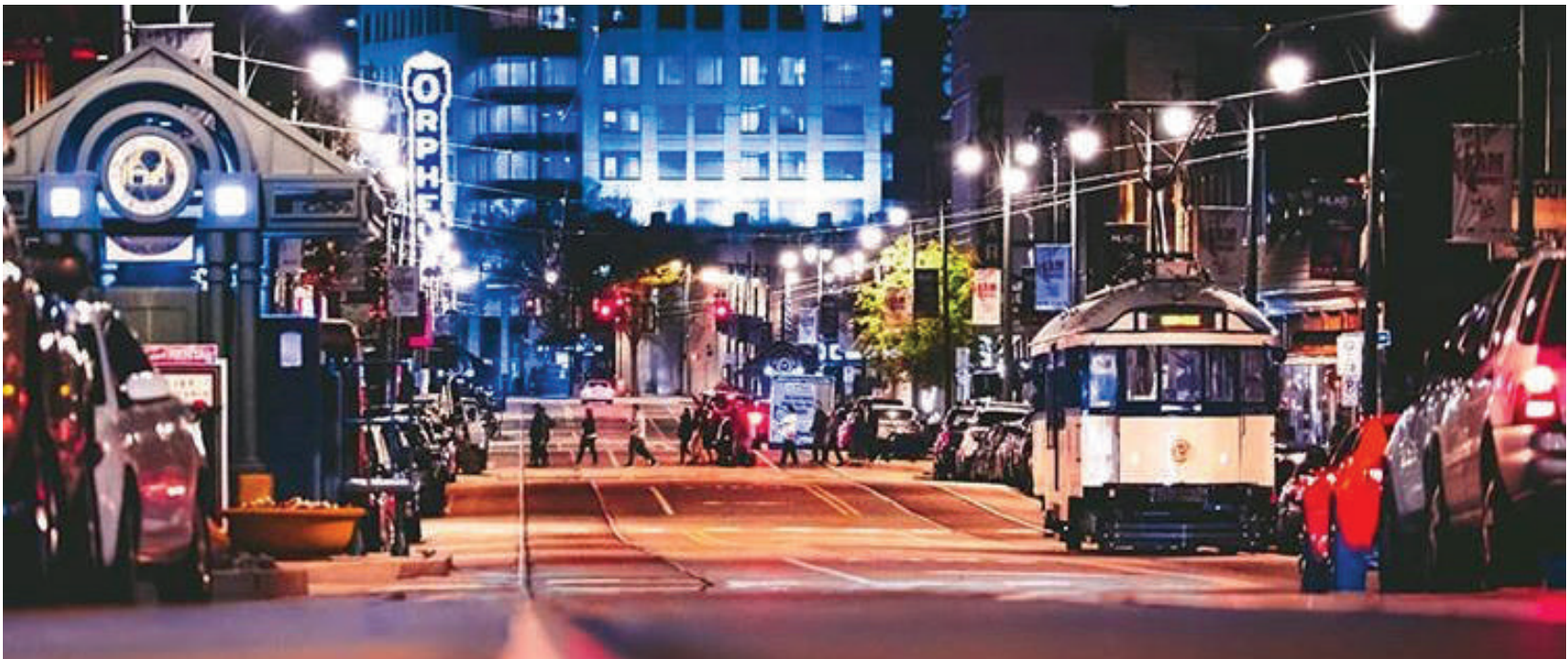
The concept for future land use for Memphis started with input from the public on future growth scenarios, and was refined through the process of identification of place types and selection of Citywide and Community Anchors. For growth to achieve the goals related to Land, Connectivity, and Opportunity, the Comprehensive Plan concurrently developed a streets typology and map to serve as the basis for a new Major Roads Plan for the City and a new Transit Vision map to connect anchors, communities, and employment centers with more frequent transit service. Further, the Comprehensive Plan draws inspiration from the Mid-South Regional Greenprint by identifying opportunities to connect anchors, communities, and centers by the network of green space recommended in the regional Greenprint plan.

Coordination of land use and transportation are essential for a successful plan of growth, but seldom are these elements developed concurrently. By designing a streets typology focused on more dense, walkable streets, a frequent transit network that places greater emphasis on ridership and support of transit-oriented communities, and support

for commerce and industry in the City, the plan aims to build the types of communities desired by Memphians and in line with the plan's vision.

Street Type Classification and Future Land Use

Street types classification for the Memphis 3.0 Comprehensive Plan began with a review of the street classifications in the existing Memphis Roadway Regulatory Plan with the goal of showing that a more nuanced menu of street types is possible and could fit into the role of Thoroughfare, Connector, and Neighborhood Streets. The existing streets and contexts in Memphis appear in a higher variety of designs as well. Based on a process of reviewing the existing streets in the City of Memphis, 10 street types were generated for the purposes of the Comprehensive Plan. The goal was to classify streets at a comprehensive planning level by showing more than only three street types, but not the multiple street types as shown in the Complete Streets Project Delivery Manual (CSPDM). Detailed designs and typical sections from the CSPDM can be derived from these 10 street types.



The Applicability Matrix shows the 10 street types matched up with the future land uses generated in the Comprehensive Planning public workshop process. The streets are matched to the place types based on context, applicability, and appropriateness to the land uses and densities/intensities of the specific place types. Based on the proposed land uses, the Local, Avenue, and Boulevard Streets are universally applicable across all districts. The other street types are more specialized and are classified by appropriateness to the land uses.

Design of Mobility System - Street Types Mapping

As Memphis plans for the next 20 years, the community should focus on building a mobility system that offers choices and focuses on moving

people. Memphis residents and visitors should have multiple options for the routes they take to reach destinations and options for the mode of travel, whether it be by car, transit, bicycle, or walking. The system should also be consistent with and sensitive to the surrounding context of the future land use it serves. The Street Types Map illustrates the Memphis 3.0 Street Types and begins to reveal recommended focus corridors and connections over the lifespan of this plan, both for motor vehicles and for active transportation. The plan is augmented by development of a street typology designed to be safe and attractive for all users, regardless of how they move, serve the future land use's place types, and support the surrounding natural and built contexts.



After the future land uses and street types were generated through the public input process and existing conditions analysis, maps of each district were generated that classify every street in Memphis into one of these street types. Street types and the Street Types Map should be considered a guide or planning level analysis. Combination of the City's

Roadway Regulatory Plan, Complete Streets Project Delivery Manual, and the street type, along with further analysis of applicability of future land use, traffic volume, and functional classification should inform the creation of a Streets Plan for the City to replace the outdated Major Roads Plan.

APPLICABILITY MATRIX

	Street Types	Alley	Rural	Local	Shared	Avenue	Boulevard	Main	Transit Mall	Parkway	Industrial/ Freight
Placetypes											
Urban Core/ Downtown		●			●	●	●	●	●	●	
Medical & Institutional Campus		●		●	●	●	●	●	●	●	
Urban Center		●		●	●	●	●	●		●	
Urban Main Street		●		●		●	●	●		●	
Neighborhood Center		●		●		●	●	●		●	
Neighborhood Main Street		●		●		●	●	●		●	
Neighborhood Crossing		●		●		●	●			●	
Anchor Neighborhood Urban		●		●		●	●			●	
Anchor Neighborhood Mix		●		●		●	●			●	
Anchor Neighborhood Single		●		●		●	●			●	
Multifamily Neighborhood				●		●	●			●	
Single-Unit Neighborhood			●	●		●	●			●	
High Intensity Commercial		●		●		●	●			●	
Low Intensity Commercial				●		●	●			●	
Open Space/Natural Areas			●	●		●	●			●	
Parks & Recreation Facilities			●	●		●	●			●	
Industrial				●		●	●				●
Industrial Flex				●		●	●				●
Transitional Neighborhood			●	●		●	●				
Transitional Commercial			●	●		●	●				
Transitional Industrial			●	●		●	●				●

Street Typology and Design

Mobility projects proposed for Memphis should include a combination of road enhancements and expansion of the existing greenway/pathway system. The street types are depicted on the Street Types Map. Street designs are illustrated in the typical sections in the following pages. Two key differences exist between these street typologies and those previously used in the City: first, they are context-specific and are related to particular future land uses developed as part of the Memphis 3.0 planning process. The street types and future land uses are correlated through the Applicability Matrix (shown on the previous page) so that streets within each future land use are contextually consistent with the surrounding land use and vision, and the streets enable that vision to be implemented. Second, the street types are not categorized in a conventional manner; there are more street types than typically covered by the Memphis Roadway Regulatory Plan's classification of "thoroughfare," "connector," and "neighborhood" streets, or the conventional functional classification of "arterial," "collector," and "local" streets. However, the table below shows the relationship between the

new street typologies and those used in the Complete Streets Project Delivery Manual and the Roadway Regulatory Plan. Consistent with the Complete Streets Project Delivery Manual and the Roadway Regulatory Plan, the street types promote flexibility in the relationship with conventional functional classifications. Following the adoption of the Comprehensive Plan, a separate but related update to the City's Major Roads Plan will be developed, merging the efforts of the Street Typology, Complete Streets Project Delivery Manual, and Roadway Regulatory Plan into a single, unified Streets Plan that more clearly articulates the relationship with functional classification. It is important to note the Street Typology on the following pages should not be construed to negatively impact funding for road projects underway at the time of plan's publication, nor does it require typical sections to be followed. **The Street Typology section is intended as a guide.**

FUNCTIONAL CLASS	Street Typology		
	Thoroughfare	Connector	Neighborhood Street
Arterial			
Collector			
Local			

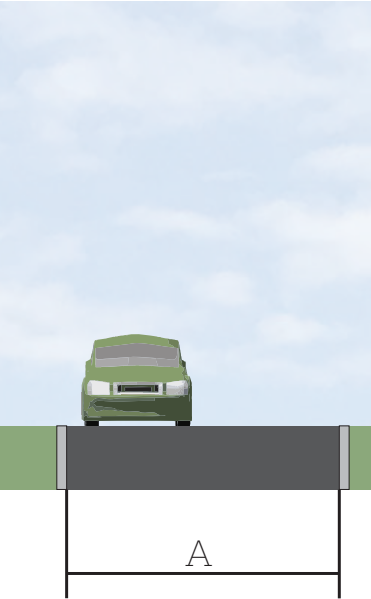
TYPOLOGY RELATED TO MEMPHIS ROADWAY REGULATORY PLAN CLASSIFICATION

Place Type	Alley	Rural	Local	Shared	Avenue	Boulevard	Main	Transit Mall	Parkway	Industrial/ Freight
Thoroughfare										
Connector										
Neighborhood										

STREET TYPE

Alley

Existing alleys in Memphis primarily occur in Downtown and Midtown as back-of-building service access. These alleys are generally 12'-14' wide and are either fully paved from building edge to building edge or are gravel surfaces. These alleys can be improved by having new aprons put in at the block ends and concrete headers to provide a clean straight edge when buildings and utility infrastructure are an uneven alley edge. Alleys also provide an opportunity to incorporate stormwater storage and infiltration if built with permeable pavement surfacing. Any new alley should have a 20' minimum right-of-way that can also be incorporated into new infill developments.



STREET DESIGN PARAMETERS

Component	Description	Dimensions
A	Travel lane*	20 minimum'
	Target Speed	<10 MPH

Notes: Existing alleys that are narrower should be grandfathered in and remain at existing widths. This is the case especially in Downtown and other older areas of the City.

*Utilities should be placed under the street or just outside the alley's curb if additional right-of-way or easement is provided.

Design Element	Description
Right-of-Way	20'
Number of Lanes	1
Parking	Off-Street
Sidewalks	No
Bicycle Facilities	Shared Cartway
Drainage	Surface drainage, option for permeable pavement (green alley)
Median	No
Streetscape	None
Furnishings	None
Lighting	Based on context and need

STREET TYPE

Alley

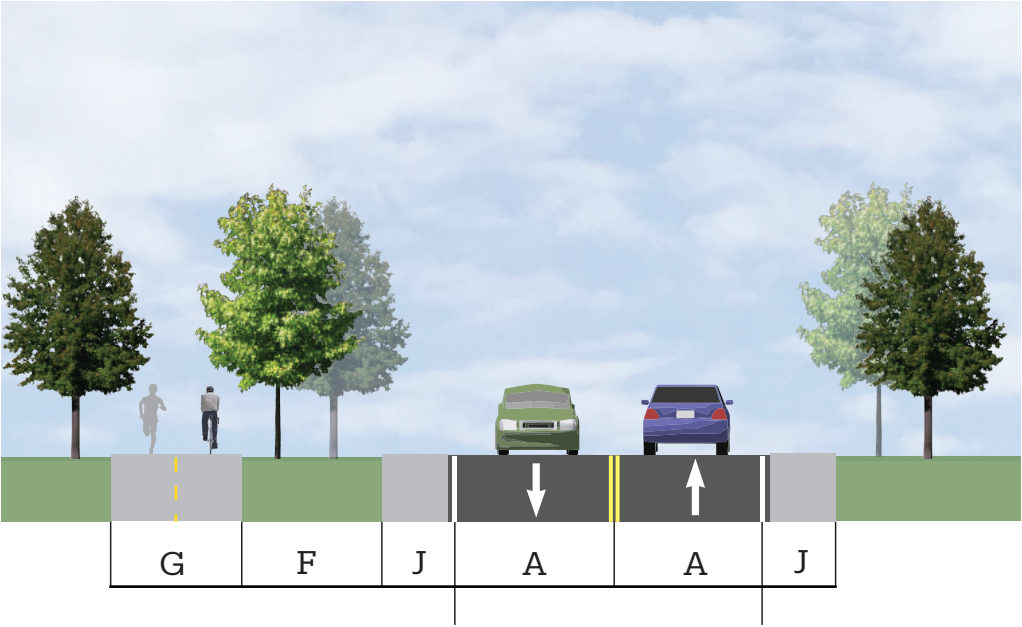


Residential Alley in Harbor Town

STREET TYPE

Rural Street

In rural and transitional areas of Memphis where stormwater and wastewater do not feed into sewers, other forms of drainage must be provided. Along rural streets, open channel drainage ditches are typical and must be accommodated within special cross-sections. These sections could accommodate rain gardens or biofiltration as well in many areas where environmental concerns such as floodplains occur, rural streets can offer the lightest imprint on the natural landscape while providing the much-needed connectivity for all modes of travel. Examples where a rural street would be applicable are Robertson Road in Frayser, West Pearson Avenue in MLK Jr. Riverside Park, and Farm Road at Shelby Farms Park.



STREET DESIGN PARAMETERS

Component	Description	Dimensions
A	Travel lane	11' maximum
F	Green Strip*	5' minimum
G	Shared Use Path	12' minimum
J	Optional Shoulder	5' minimum, wider on high traffic streets
	Target Speed	45 MPH (rural); 35 MPH (urban), 20 MPH (parks)

Notes: Streets without a sidepath must include paved shoulders. Travel lanes on freight and transit routes, travel lanes can be 12' wide.

*All utilities should be located within the green strip or just beyond the edge of the shared use path or shoulder if additional right-of-way or easement is provided.

Design Element	Description
Right-of-Way	40'-60'
Number of Lanes	2
Parking	Off-Street
Sidewalks	Side path or shoulder
Bicycle Facilities	Shared Use Path (preferred) one or both sides
Drainage	Open (swale) or surface drainage, option for bioswales/infiltration
Median	Optional
Streetscape	Appropriate street trees in median and green strip
Furnishings	No
Lighting	Yes in urban contexts; optional in rural

STREET TYPE

Rural Street

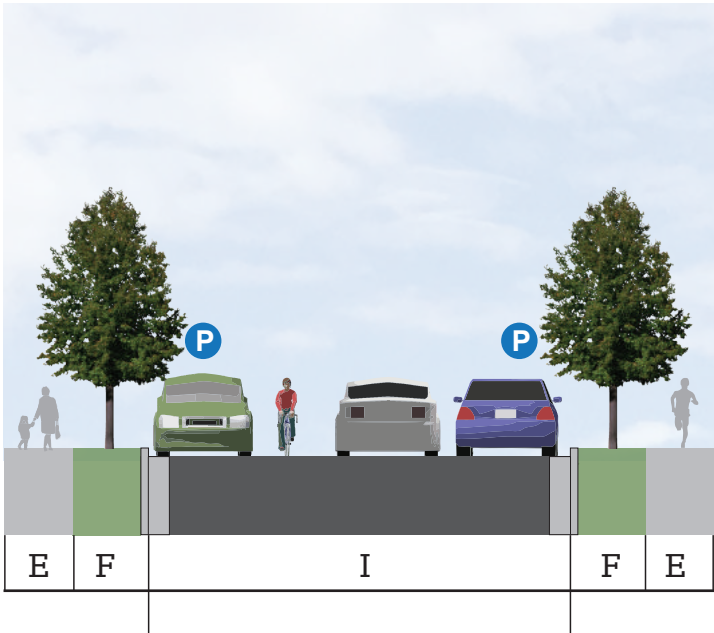


West Pearson Ave in Martin Luther King Jr Park

STREET TYPE

Local

Local streets provide access to individual lots, accommodate pedestrians, and serve as low-speed bicycle and vehicle routes. Local streets should be relatively short in total distance related to the other street typologies and serve as the street that fronts residential development. For multi-family frontages, the parking may be accommodated in parallel bays adjacent to distinct travel lanes; for single family frontages, the street is a shared travel way where two moving directions of traffic share space with parked vehicles in a “yield” condition. Streetscape is more formal, with street trees in a regular planting spacing, and sidewalks on both sides of the street. Neighborhood streets serving primarily residential uses would be considered Local streets.



STREET DESIGN PARAMETERS

Component	Description	Dimensions
E	Sidewalk	5', 6' is preferred
F	Green Strip*	5' minimum
I	Shared Travel Space	24' residential 30' commercial
Target Speed		20 MPH

Notes: Local Streets are unmarked yield streets. In Downtown and University Districts, sidewalks may be 10' wide with tree wells. 24' wide roadway minimum for residential areas, 30' wide maximum for mixed-use and commercial areas. Parking allowed on both sides.

*All utilities should be located within the green strip or just beyond the edge of sidewalk if additional right-of-way or easement is provided. Undergrounding of utilities is possible in urban areas.

Design Element	Description
Right-of-Way	44'-76'
Number of Lanes	2
Parking	On-Street (Yield Condition)
Sidewalks	Yes
Bicycle Facilities	Shared Street
Drainage	Open (swale) or closed (curb + gutter); context dependent
Median	No
Streetscape	Appropriate street trees in green strip
Furnishings	Yes, benches and shelters related to transit service
Lighting	Yes, in urban contexts; optional in rural

STREET TYPE

Local

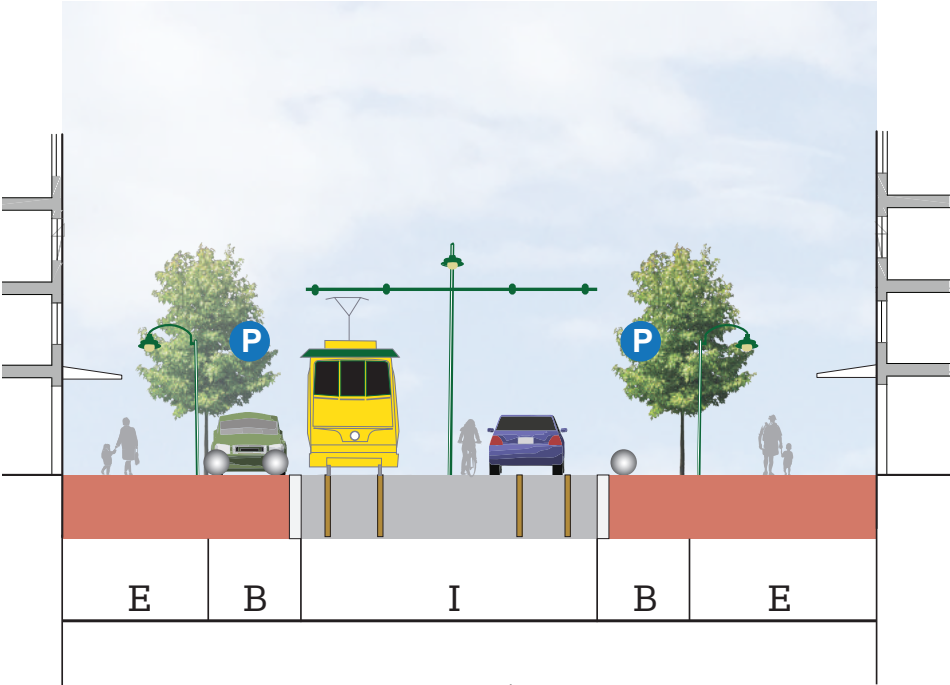


Residential Street in Harbor Town

STREET TYPE

Shared Street

Main Street in Downtown Memphis is an example of a shared street. For portions, there are no curbs and the travel way of the street is at the same grade as the sidewalks. Having historically been a pedestrian mall, vehicles have limited access along Downtown Memphis' Main Street. The shared street is multi-modal in nature and includes the existing trolley, shared travel lanes, flexible space for parking between the existing trees, street trees and furniture, and a minimum of 13' wide promenade sidewalks. To add a layer of security, bollards or cast concrete barrier elements can be arranged between the primarily vehicular space and the pedestrian promenade. This is a slow speed, multi-modal street that accommodates sharing by all users



STREET DESIGN PARAMETERS

Component	Description	Dimensions
B	Parking	7'
E	Sidewalk*	10'+
I	Shared Street	24'
	Target Speed	10 MPH

Notes: Parking allowed between trees on either side of the shared street in promenade area as space and surrounding land uses allow. Vehicular areas bound by collards or other barriers as shown.

*All utilities should be underground and located under the street or sidewalk.

Design Element	Description
Right-of-Way	60'-80'
Number of Lanes	2
Parking	On-Street
Sidewalks	Yes
Bicycle Facilities	Shared Street
Drainage	Closed, option for permeable pavers or pavement
Median	No
Streetscape	Appropriate street trees in tree wells
Furnishings	Yes, benches and shelters related to transit service
Lighting	Yes

STREET TYPE

Shared Street

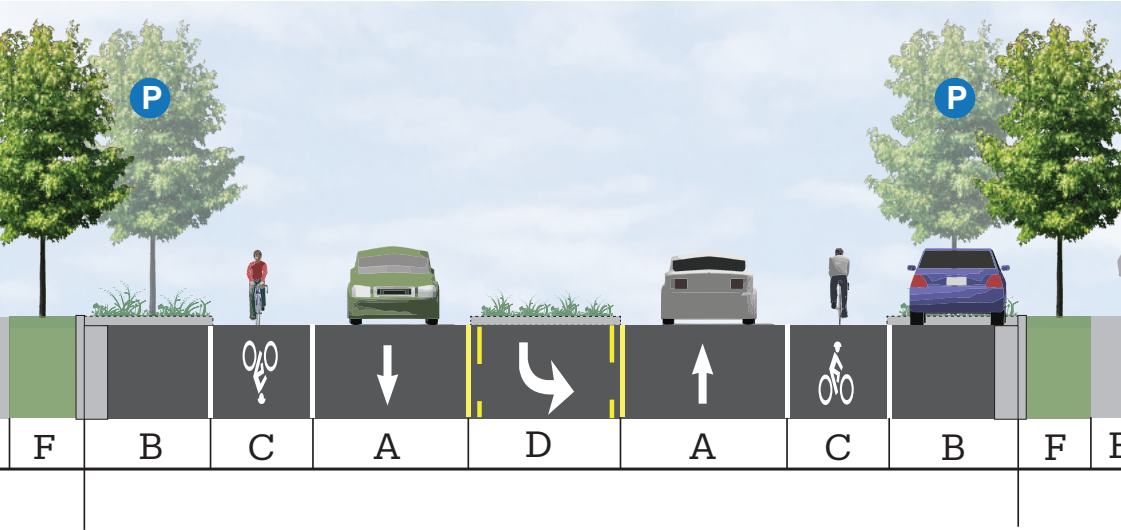


South Main Street

STREET TYPE

Avenue

An avenue is a walkable, low-speed street that carries a mixture of through and destination traffic. Avenues provide access to abutting commercial, residential, and mixed land uses, and can accommodate cars, pedestrians, and cyclists. Avenues can have between two and three travel lanes and can have side planting strips and planted spot medians at high-use pedestrian mid-block crossings. They may also have on-street parking and will have sidewalks and some form of striped or buffered/separated bicycle accommodations based on traffic speed and volume. Dr. Martin Luther King Jr. Avenue, Central Avenue, McLean Boulevard, and Shelby Oaks Drive are considered avenue streets.



STREET DESIGN PARAMETERS

Component	Description	Dimensions
A	Travel lane	10'-11', exclusive of gutters
B	Parking	7' residential, 8' commercial
C	Bike Lane	6'
D	Median	10' minimum
E	Sidewalk	5' minimum, 6' is preferred
F	Green Strip*	5'
Target Speed		20 MPH

Notes: Two-lane option should have a 48' width without a center turn lane. Bicycle facilities may also be separated on higher speed, higher volume streets. Three-lane avenues should have spot medians at prominent pedestrian crossings. Lanes should be 11' wide on freight and transit routes.

*All utilities should be located within the green strip or just beyond the edge of sidewalk if additional right-of-way or easement is provided. Undergrounding of utilities is possible in urban areas.

Design Element	Description
Right-of-Way	66'-107'
Number of Lanes	2 way (center turn lane is optional)
Parking	On-Street
Sidewalks	Yes
Bicycle Facilities	Bike Lane on both sides
Drainage	Closed (curb + gutter) or bioretention rain gardens, context dependent
Median	Yes, with left turn bays
Streetscape	Appropriate street trees in median and green strip
Furnishings	Yes, benches and shelters related to transit service
Lighting	Yes

STREET TYPE

Avenue

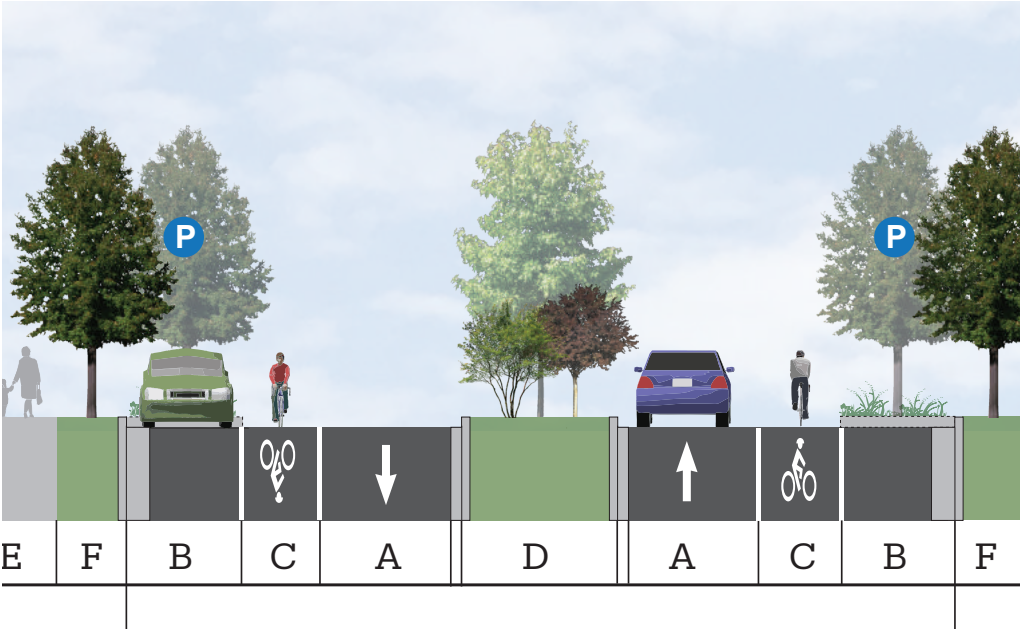


McLean Blvd

STREET TYPE

Boulevard

A boulevard street is a uniquely Memphis street type that serves as a two-lane neighborhood connector that consists of primarily residential frontage but can also serve commercial uses. Boulevard streets have a more formal streetscape pattern by essentially being an avenue street with a full planted median in the center of the street and planting strips at the sidewalks on the street edges. They may also have on-street parking and will have sidewalks and some form of striped or buffered/separated bicycle accommodations based on traffic speed and volume. South Belvedere Boulevard, Alicia Drive, Century Street, and Reese Street are examples of boulevard streets.



STREET DESIGN PARAMETERS

Component	Description	Dimensions
A	Travel lane	10'-11', exclusive of gutters
B	Parking	7'
C	Bike Lane	6'
D	Median	10' minimum
E	Sidewalk	5' minimum, 6' is preferred
F	Green Strip*	5'
Target Speed		20 MPH

Notes: On slower speed/narrower lane boulevards, the bike facilities can be shared lanes. The median includes left turn lanes at key entrances. Lanes should be 11' wide on freight and transit routes.

*All utilities should be located within the green strip or just beyond the edge of sidewalk if additional right-of-way or easement is provided. Undergrounding of utilities is possible in urban areas.

Design Element	Description
Right-of-Way	60'-107'
Number of Lanes	2'
Parking	On-Street
Sidewalks	Yes
Bicycle Facilities	Bike lane
Drainage	Closed (curb + gutter) or bioretention rain gardens, context dependent
Median	Yes, with left turn bays
Streetscape	Appropriate street trees in median and green strip
Furnishings	Yes, benches and shelters related to transit service
Lighting	Yes

STREET TYPE

Boulevard

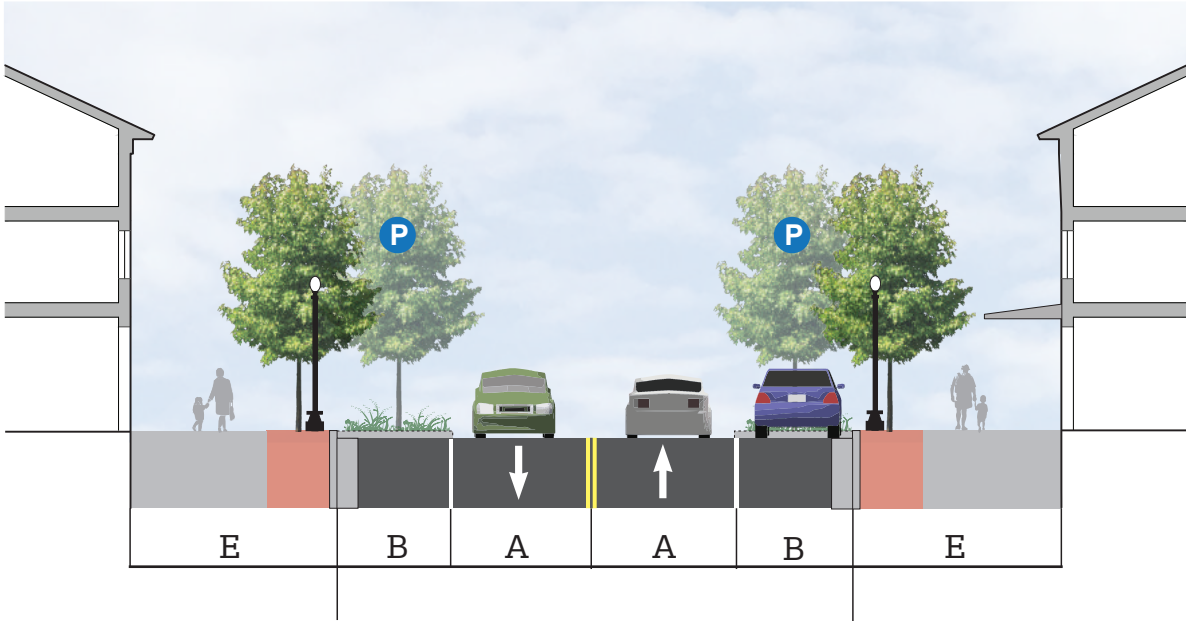


S. Belvedere Blvd

STREET TYPE

Main

Main streets are storefront retail-oriented streets. Main streets are walkable and serve as the primary access street for commercial or mixed-use areas. On-street parking is provided as parallel or angled. Due to high pedestrian activity, design speeds are kept low. This condition allows bicycles to share space with automobiles in travel lanes. In areas of higher traffic, bike lanes or cycle tracks may be appropriate. Additional landscaping and traffic calming techniques include street trees, raised crosswalks, curb bulb-outs, and street furniture. Pedestrian-scale street lighting should be installed and utilities should be underground, in alleys, or other streets. Sidewalks are required on both sides of the street and will ideally be at least 16 feet from the face of curb to the building face to provide space for activities such as outdoor cafes and strolling.



STREET DESIGN PARAMETERS

Component	Description	Dimensions
A	Travel lane	10', exclusive of gutters
B	Parking	8'
E	Sidewalk*	16' minimum
Target Speed		20 MPH

Notes: A three-lane main street is allowable. Part of the sidewalk width can occur on private property as retail storefronts step back and forth relative to right-of-way.

*All utilities should be underground and located under the street, sidewalk, or furnishings zone.

Design Element	Description
Right-of-Way	66'-107'
Number of Lanes	2-3
Parking	On-Street
Sidewalks	Yes
Bicycle Facilities	Shared Lane
Drainage	Closed (curb and gutter) or bioretention rain gardens, context dependent
Median	No
Streetscape	Appropriate street trees in median and green strip/furnishings zone
Furnishings	Yes, benches and shelters related to transit service
Lighting	Yes

STREET TYPE

Main

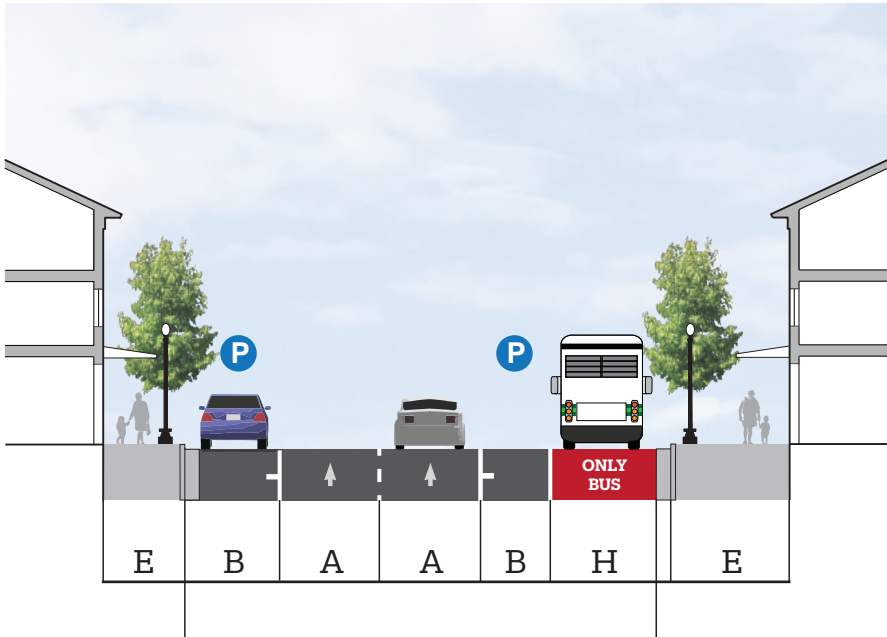


South Main

STREET TYPE

Transit Mall Street

Transit mall streets occur in Downtown anchors and have dedicated and separated bus transit lanes that can be shared bicycle lanes. Transit mall streets are low-speed Downtown streets that carry a mixture of through and destination traffic. These streets have a raised buffer median that can be planted and separates bus and bicycle traffic from vehicular traffic. Transit mall streets also have wider sidewalks typical of Downtown settings with trees planted in tree wells. In Memphis, Second Street and BB King Boulevard are transit mall streets.



STREET DESIGN PARAMETERS

Component	Description	Dimensions
A	Travel lane	10'-11', exclusive of gutters
B	Parking	8'
E	Sidewalk*	8.5'
H	Bike Lane	11', exclusive of gutter
K	Buffer	2' minimum
Target Speed		20 MPH

*All utilities should be underground and located under the street, sidewalk, or furnishings zone.

Design Element	Description
Right-of-Way	60'-70'
Number of Lanes	2 Vehicular Lanes maximum and 1 Transit Lane
Parking	On-Street
Sidewalks	Yes
Bicycle Facilities	Based on context and need
Drainage	Closed (curb + gutter) or bioretention rain gardens, context dependent
Median	No
Streetscape	Appropriate street trees in median and tree lawn / verge
Furnishings	Yes, benches and shelters related to transit service
Lighting	Yes

STREET TYPE

Transit Mall Street

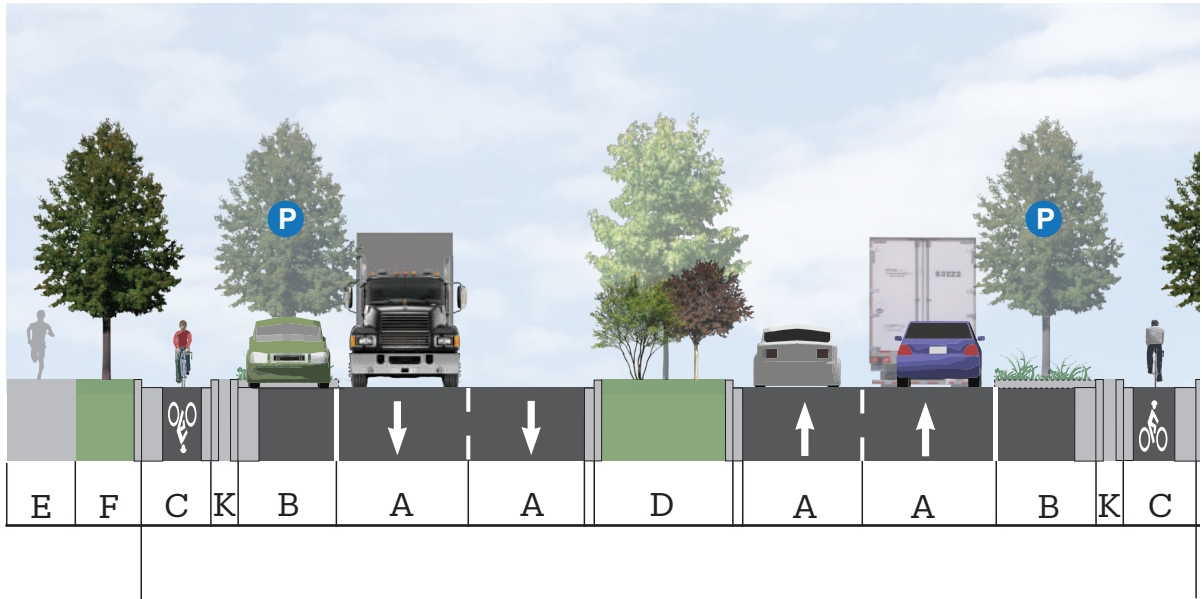


BB King Blvd

STREET TYPE

Parkway

A parkway street is a regional travel facility that typically coincides with State routes and designated freight and transit routes. Parkway streets can occur in residential areas or in areas of office and retail commercial frontage, sometimes with multiple intersections and access to businesses. Parkway streets are four lanes in width with a landscaped, continuous center median and left turn pockets at intersections and key access points. Parkway streets should offer accommodations for pedestrians and bicycles in a facility such as a shared use path at the right of way edge, separated bicycle lanes, or a separated cycle track. North Parkway, Summer Avenue, and Jackson Avenue are examples of parkway streets.



STREET DESIGN PARAMETERS

Component	Description	Dimensions
A	Travel lane	10-11", exclusive of gutters
B	Parking	7'
C	Bike Lane	6'-7', 4' minimum between gutters
D	Median	10' minimum, 15' preferred
E	Sidewalk	5' minimum, 6 is preferred
F	Green Strip*	5' minimum
K	Buffer	2' minimum
Target Speed		35 MPH

*All utilities should be located within the green strip or just beyond the edge of sidewalk if additional right-of-way or easement is provided. Undergrounding of utilities in possible in urban areas.

Design Element	Description
Right-of-Way	90'-124'
Number of Lanes	4
Parking	On-Street
Sidewalks	Yes
Bicycle Facilities	Buffered Bike Lane
Drainage	Closed (curb + gutter) or bioretention rain gardens, context dependent
Median	Yes, context dependent, with left turn bays at key intersections
Streetscape	Appropriate street trees in median and green strip
Furnishings	Yes, benches and shelters related to transit service
Lighting	Yes in urban contexts, optional in rural or transitional areas

STREET TYPE

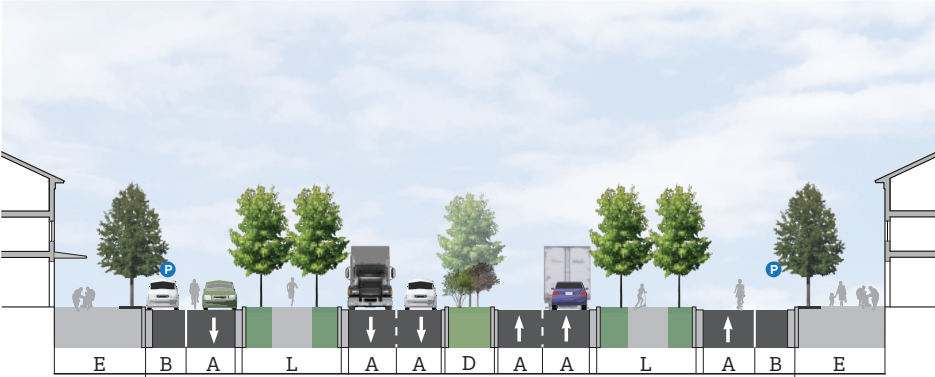
Parkway



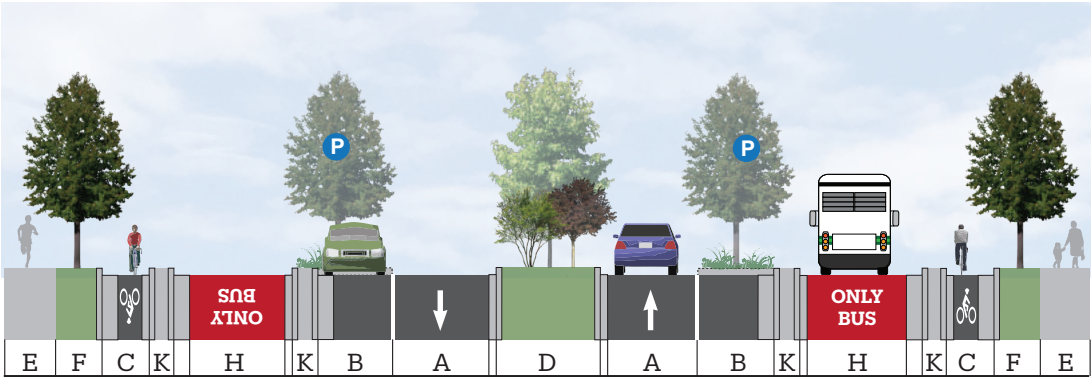
North Parkway

STREET TYPE

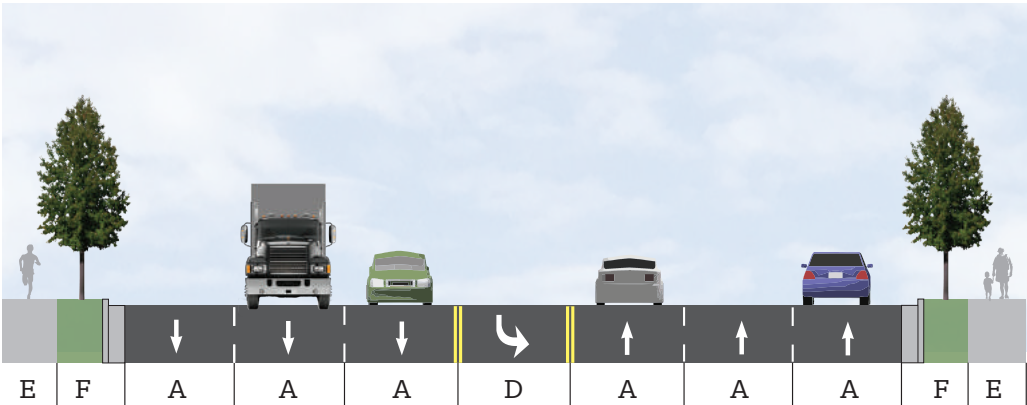
Parkway Options



Multi-Way Parkway



Bus Rapid Transit Parkway



Conventional Parkway

STREET TYPE

Parkway Options

Three additional options for Parkways are included in the Street Typology, including a more conventional six-lane parkway option. The conventional six-lane option is found today along streets such as Poplar Avenue and Union Avenue. Where recommended, parkways can include Bus Rapid Transit (BRT) lanes to have multiple travel modes supported. Parkways with BRT lanes typically have a lane for travel, a buffered or separated lane for transit, and a buffered or separated lake for and bicyclists in each direction. Another long-term parkway street option is an urban multi-way configuration. In this scenario, landscaped medians separate and buffer regional, higher speed through traffic from a local access lane that accommodates parking, low speed vehicular traffic, bicyclists. and pedestrians in an urban street frontage condition. In this configuration, the access lanes are low-speed and are designated as shared use, and the adjacent sidewalks can be wider in more of a main street configuration with buildings directly fronting the sidewalks. Shared use paths could also occur in the medians if they are wider.

STREET DESIGN PARAMETERS

Component	Description	Dimensions
A	Travel lane	10'-11", exclusive of gutters
B	Parking	7'-8' on multi-way urban retail edge
C	Bike Lane	6'-7', 4' minimum between gutters
D	Median/Turn Lane	10' minimum
E	Sidewalk	Multi-way/Convent 16', BRT 5' minimum
F	Green Strip*	5' minimum
G	BRT Lane	10'-11', exclusive of gutters
K	Buffer	2' minimum
L	Planting	20'
	Target Speed	Multi-way/Conventional 35 MPH, (outside lanes 20 MPH) BRT 30 MPH

Design Element	Description
Right-of-Way	Multi-way 162'-200'; BRT, Conventional 90'-124'
Number of Lanes	Multi-way/Conventional 6 vehicle lanes, BRT 2 vehicle lanes and 2 bus lanes
Parking	Off-Street
Sidewalks	Yes
Bicycle Facilities	Shared Use Path (preferred) one or both sides
Drainage	Closed (curb + gutter) or bioretention rain gardens, context dependent
Median	Yes, with left turn bays at key intersections, context dependent
Streetscape	Appropriate street trees in median and tree lawn / verge
Furnishings	Yes, benches and shelters related to transit service
Lighting	Yes

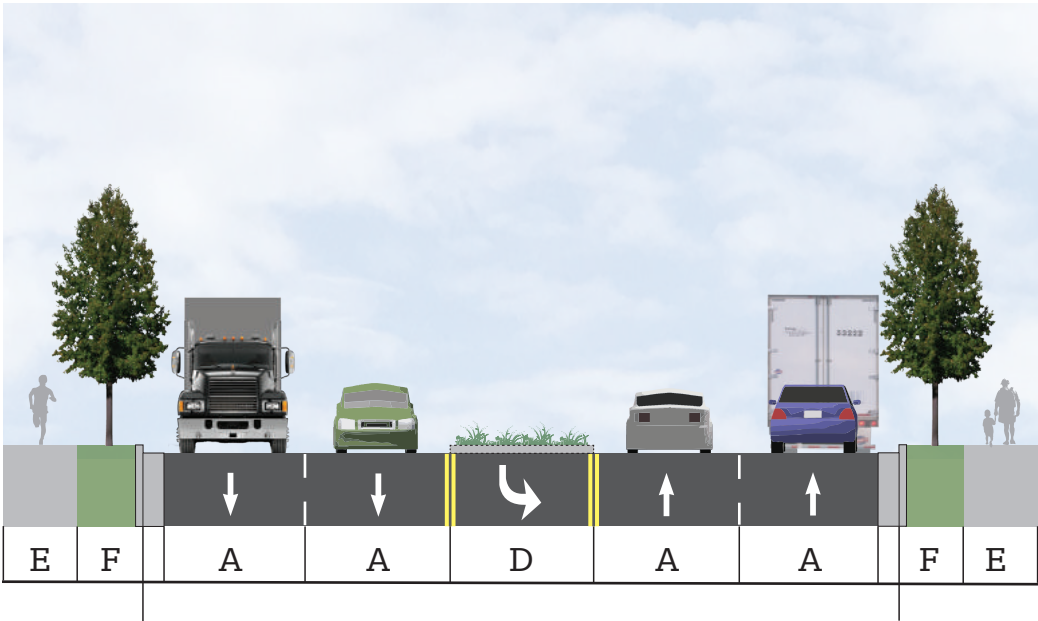
Notes: Wide planting includes an 10'-12' shared use path. Median includes left turn lanes at intersections and key entrances. Tree wells are 5' wide minimum. Outside travel lanes may be narrower on Parkways not designed as transit routes.

*All utilities should be located within the green strip or just beyond the edge of sidewalk if additional right-of-way or easement is provided. Undergrounding of utilities is possible in urban areas.

STREET TYPE

Industrial Freight

Industrial freight streets are designed to support multiple travel modes, including automobiles and freight movers. These streets generally are found in commercial, industrial, and warehouse districts and give way to parkways as they enter more retail and residential land use contexts. Industrial freight streets are designed for high vehicular capacity with high vehicular accessibility to adjoining urban land uses. The typical section is a maximum of five lanes with a continuous center left turn lane with spot medians where there are high pedestrian crossing areas. A conventional, seven-lane is option is included. Winchester Road near the Memphis International Airport and Shelby Drive are examples of Industrial freight streets.



STREET DESIGN PARAMETERS

Component	Description	Dimensions
A	Travel lane	11', exclusive of gutters
D	Center Turn Lane	10' minimum
E	Sidewalk	5' minimum, 6 is preferred
F	Green Strip*	5' minimum
Target Speed		35 MPH

Notes: Median includes left turn lanes at intersections and key entrances. Continuous turn lane should have spot medians at prominent pedestrian crossings.

*All utilities should be located within the green strip or just beyond the edge of sidewalk if additional right-of-way or easement is provided. Undergrounding of utilities is possible in urban areas.

Design Element	Description
Right-of-Way	90'-124'
Number of Lanes	4 with center turn lane
Parking	Off-Street
Sidewalks	Yes
Bicycle Facilities	Based on context and need
Drainage	Closed (curb + gutter)
Median	Spot median at high incidence pedestrian crossings
Streetscape	Appropriate street trees in median and tree lawn / verge
Furnishings	Yes, benches and shelters related to transit service
Lighting	Yes

STREET TYPE

Industrial Freight

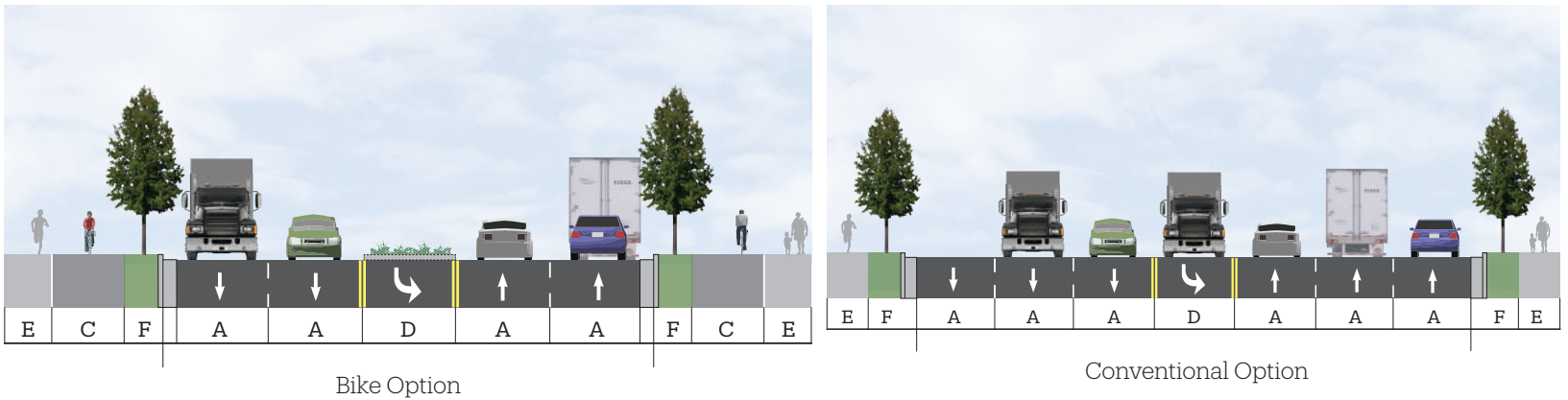


Lamar Avenue

STREET TYPE

Industrial Freight Options

Two additional options for Industrial Freight streets are included in the Street Typology, including a more conventional six-lane option. The conventional six-lane Industrial Freight option is found today along streets such as Lamar Avenue. A second option for Industrial Freight streets with separated bicycle facilities is included to support multiple travel modes where appropriate. Industrial Freight streets with bike lanes typically have five lanes for vehicular travel and a separated path for bicyclists next to the sidewalk.



STREET DESIGN PARAMETERS

Component	Description	Dimensions
A	Travel lane	11' exclusive of gutters
C	Bike Lane	6'
D	Median/Turn Lane	10' minimum
E	Sidewalk	5' minimum, 6' is preferred
F	Green Strip*	5' minimum
K	Buffer	2' minimum
Target Speed		35 MPH

Notes: Median includes left turn lanes at intersections and key entrances. Continuous turn lane should have spot medians at prominent pedestrian crossings.

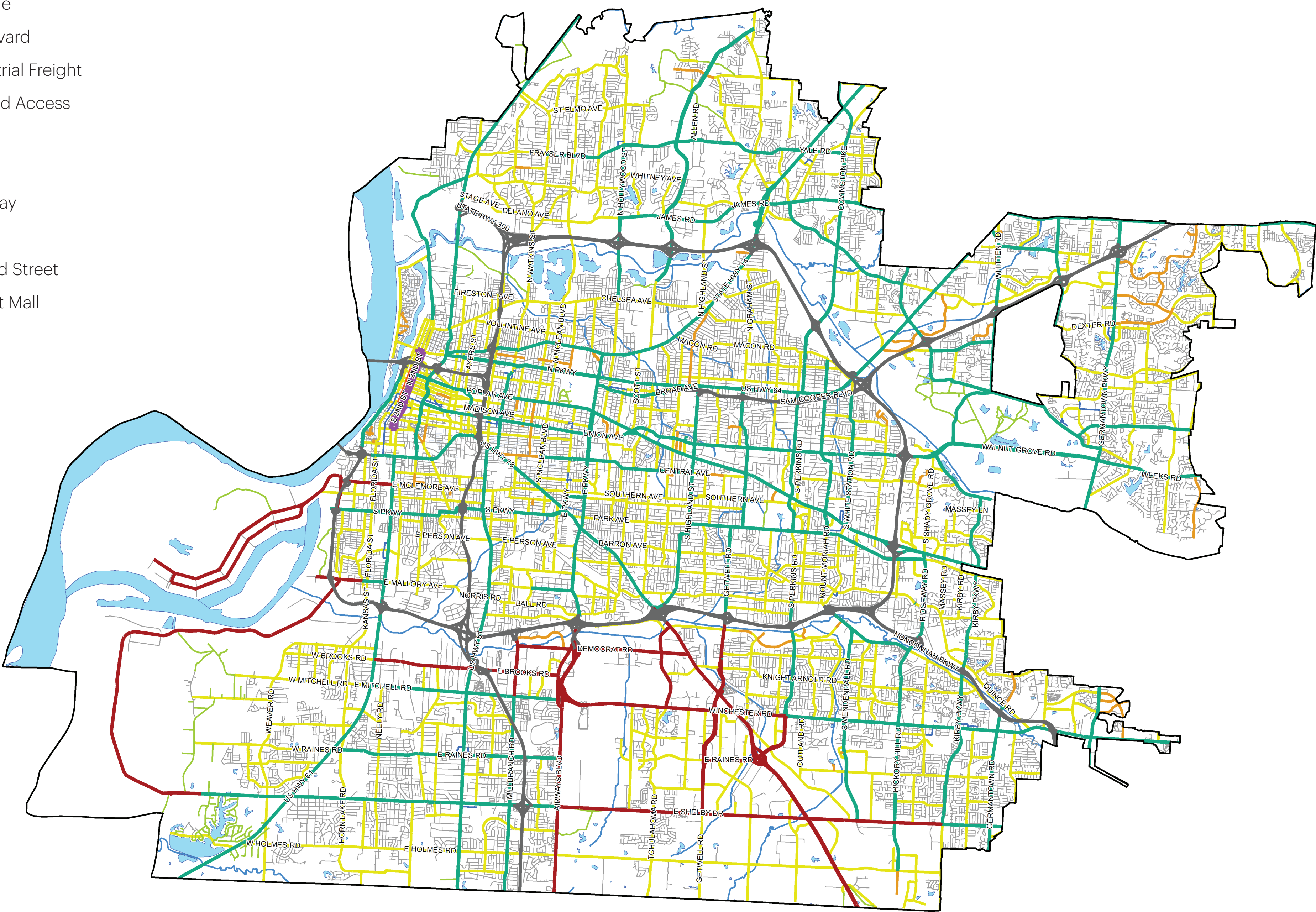
*All utilities should be located within the green strip or just beyond the edge of sidewalk if additional right-of-way or easement is provided. Undergrounding of utilities is possible in urban areas.

Design Element	Description
Right of Way	90'-124'
Number of Lanes	Bike Option 4, Conventional 6
Parking	Off-Street
Sidewalks	Yes
Bicycle Facilities	Buffered by green strip, Bike Option only
Drainage	Closed (curb + gutter), context dependent
Median	Yes, with left turn bays, context dependent
Streetscape	Appropriate street trees in median and tree lawn / verge
Furnishings	Yes, benches and shelters related to transit service
Lighting	Yes, in urban contexts; optional in rural

Street Types Map

This map shows street types for every road in the City. To view a larger version of this map, go to <https://www.memphis3point0.com/maps>.

- Alley
- Avenue
- Boulevard
- Industrial Freight
- Limited Access
- Local
- Main
- Parkway
- Rural
- Shared Street
- Transit Mall





Implementation

The key to the success of Memphis 3.0 is maintaining broad community support for sustained action. Following approval by the Memphis and Shelby County Land Use Control Board and adoption by the Memphis City Council and the Shelby County Board of Commissioners, Memphis 3.0 must maintain broad community support to take action, fund targeted investments, and establish partnerships that will initiate transformative, Citywide change. The Memphis 3.0 Comprehensive Plan is the City's guide for the type, intensity, and concentration of growth and should serve to guide future public and private investment. The Office of Comprehensive Planning is the lead agency to ensure the plan's implementation and serve as a resource and expert on the plan to other City of Memphis departments. The Office will continue to work with external partners and community building agencies to ensure the plan remains responsive to the direction of the community and inclusive of diverse voices across Memphis.

The implementation of the Comprehensive Plan is achieved in three primary ways: actions, investments, and partnerships. The implementation recommendations contained in this plan can be found in Part 3. Plan Elements. The Plan Elements of Land, Connectivity, and Opportunity encompass the core elements of how the Memphis 3.0 Comprehensive Plan can shape the community's future through 2040 and throughout our third century.

Tools for Implementation

Actions

Recommended actions support the goals and objectives of the plan and if applied over time, can result in compact, but impactful, growth. Many recommended actions focus on aligning goals, advocating for change at the State level, and encouraging multiple benefits or improvements. The Plan Elements contain actions that direct how our City can make smarter land use decisions, promote better connectivity and access, and work to achieve greater prosperity and opportunity. These Plan Elements are guided by Part 2: Our Framework For Change, a statement

UDC, the zoning code and subdivision regulations for the City of Memphis and unincorporated Shelby County

of the plan's vision and theory of change and recommendations for the future form and character of places in Memphis. Many of the recommendations related to actions and investments are directly related to future land use and supporting infrastructure. Any future growth plans related to infrastructure and development should be guided by the Comprehensive Plan.

The **Unified Development Code (UDC)** provides zoning and subdivision regulations for the City of Memphis and unincorporated Shelby County and is a key tool to implement the land use framework in this plan. Refinements to the UDC should be further studied to ensure that zoning regulations can effectively guide development patterns that align with the Memphis 3.0 plan. This may include mixed-use zones to be compatible with Memphis' broad range of Citywide and Community Anchors, recalibration of industrial zone districts to be more compatible with mixed-use neighborhoods where appropriate, and the introduction of new standards and tools to accommodate transitional land uses.

Each land use type correlates land use designations with implementing zone districts of general compatibility. Within anchors, anchor neighborhoods, and other areas where change and reinvestment are anticipated, Small Area Plans can provide detailed direction for comprehensive land use and zoning modifications, transportation and mobility upgrades, urban design guidelines, financing strategies, and other physical planning and public investment projects. Zoning amendments ensure that the form, intensity, and character of infill development aligns with community aspirations. Small Area Plan implementation should be prioritized for anchors where a more detailed planning process is warranted. More on Small Area Plans can be found in Goal 1.

In addition to the land use map, the Comprehensive Plan also includes a street types map and street typology framework to guide the design of public right-of-way to align with surrounding land use. Previously, the City relied on an outdated Major Roads Plan to identify future right-of-way needs and street design. In more recent years, the City has undertaken the development of a Complete Streets Project Delivery Manual and Roadway Regulatory Plan to set new standards for street design based on principles of Complete Streets. The plan helps to promote a framework whereby a new Streets Plan can be developed to combine these efforts, further consider surrounding land use, transportation demands, and replace the City's Major Roads Plan.

Investments

The Comprehensive Plan guides investments made by public agencies and seeks to guide investments from the private, philanthropic, and nonprofit sectors. Within the public sector, the primary vehicle for public investment is the use of capital improvement funding. Recommended capital improvements are presented in the Investment Focus sections within the Plan Elements and District Priorities. These Investment Focus sections describe guidance broadly on how the City can better direct dollars to communities.

The Memphis 3.0 Comprehensive Plan is intended to be amended to include future small area plans or systems plans to further define investment guidance. Subsequent Small Area Plans may be developed in anchors and anchor neighborhoods that more specifically define investment recommendations in these areas beyond those projects identified as Investment Focus. Subsequent systems plans, for areas such as sewer or parks, for example, may also be developed to more specifically define investment recommendations.

The City's Capital Improvement Program (CIP) should be guided by the Comprehensive Plan. The plan should be consulted when divisions develop proposals for consideration for CIP funding and when proposals are reviewed, giving credit to projects that demonstrate compliance or adherence to the plan. The CIP scoring criteria should award points for directing resources to areas designated as anchors or anchor neighborhoods, to projects identified in the Investment Focus sections of the Comprehensive Plan or in subsequent small area or systems plans adopted as amendments to the Comprehensive Plan, and to projects

that illustrate demonstrated partnership among two or more divisions or agencies of City of Memphis government.

These sections of the plan should also serve as guidance for investment priorities submitted for external funding programs, such as federal, state, or local grants for transportation, infrastructure, housing, public spaces, or other public use. Any program that provides external funding for community use should consult the plan to understand how investments can be made in accordance with the plan, its Anchor strategy, Investment Focus areas, or subsequent adopted small area or systems plans. The use of financial incentives, such as payment-in-lieu-of-tax (PILOT) or tax increment financing (TIF), should also follow similar guidance as found in the recommended policies in Part 3: Plan Elements.

Finally, the City should expand its level of community funding by establishing an Affordable Housing Trust Fund (see Investment Focus in Goal 7. Prosperous and Affordable Communities) and a Community Catalyst Fund (see Investment Focus in Goal 1. Complete, Cohesive Communities). The purpose of these two funds is to seed funding in neighborhoods following the completion of a small area plan for investments that demonstrate the potential for returns.

Partnerships

The City cannot implement the Comprehensive Plan alone. Partners are recommended to implement the recommended actions and to execute targeted investment strategies for both the City and individual districts. Partners come in the form of other governmental bodies and agencies, private partners, nonprofits, and philanthropy. Partnerships, and the roles of partners, are noted throughout various sections of the plan.

Measuring Success

The Plan Elements and District Priorities sections contain the implementation recommendations and guidance to achieve the vision and framework for change. As noted in the previous section on Implementation, the plan is executed through actions, investments, and partnerships. The City of Memphis Office of Comprehensive Planning will demonstrate success of the plan through annual reporting on progress completing recommended policies and investments contained in the Plan Elements and the District Priorities. Annual updates will report on activities and action steps taken in the planning districts as well, such as capital improvements made or funded, small area plans developed, or new investments identified.

The Comprehensive Plan will be reviewed and updated annually to ensure progress, changes in the development landscape or City

infrastructure, and emerging community priorities can be integrated into the plan in a flexible, responsive manner. The Office of Comprehensive Planning will continue its work by producing annual plan updates, small area planning, promotion of the plan's recommended actions, and leveraging funds for investment and district priorities.

OCP will continue to track the outcomes of the plan based on key indicators identified in the future growth scenario planning process. These key indicators were identified through the community input process, steered discussions of community values for future growth, and framed the future growth scenarios. Those indicators are listed below.

LAND

- Population change
- Population density
- New residential development
- New residential development (home value range and area median income)
- New residential development (proximity to commercial and employment centers)
- New non-residential and mixed-use development
- Change in access to parks and open spaces
- Change in access to schools
- New development by planning district
- New investment in anchors and anchor neighborhoods

CONNECTIVITY

- Transit frequency
- Access to frequent transit
- Change in access to walkable areas
- Change in access to bikeable areas
- Change in infrastructure maintenance cost
- Infrastructure investment in anchors and anchor neighborhoods
- Reduced energy consumption
- Reduced crashes and roadway fatalities
- Reduced travel-to-work time
- Increase in transit use, bicycling, and walking for transportation

OPPORTUNITY

- New tax revenues
- Change in access to employment centers
- Change in access to retail centers
- Residential access by affordability (housing, transportation, and utilities)
- Change in household poverty

PART THREE:

Plan Elements



LAND

Memphis is a smart, sustainable City that anchors growth and density in the core and today's neighborhoods and prevents prolonged disinvestment in communities across the City.

■ **Goal 1: Complete, Cohesive Communities** p.157

■ **Goal 2: Vibrant Civic Spaces** p.178

■ **Goal 3: Sustainable and Resilient Communities** p.188

CONNECTIVITY

Memphis is a connected and accessible City that invests in infrastructure and mobility options that provide access to opportunities and services for all populations.

■ **Goal 4: High Performing Infrastructure** p.200

■ **Goal 5: Connected Corridors and Communities** p.211

OPPORTUNITY

Memphis is a City of opportunity that focuses on access, affordability, and civic capacity for a prosperous and inclusive community.

■ **Goal 6: Equitable Opportunities** p.220

■ **Goal 7: Prosperous and Affordable Communities** p.230

■ **Goal 8: Engaged Communities** p.238

Using The Plan

Goals and Objectives

The plan consists of eight goals organized by the Land, Connectivity, and Opportunity elements that support the Build Up, Not Out vision. The goals describe the future condition of the City and objectives provide more detail with measurable desired outcomes.

Actions

Each objective is supported by a series of recommended actions to be considered in the short, medium, or long-term that suggest regulatory changes, investment, and partnership recommendations. Recommended actions are cross-functional and support the guiding values established at the start of the planning process. Actions are intended as guidance for the City over the short, medium, and long-term and should be evaluated appropriately prior to implementation.

Goal 1: Complete, Cohesive Communities

OBJECTIVE

1.1

Focus future growth and density in and around Community and Citywide Anchors

In order to achieve the plan vision to Build Up, Not Out, one of the most central ideas of the Comprehensive Plan is the concentration of growth, investment, and density in select areas of the City's core and neighborhoods. The idea of identifying Citywide and Community Anchors as the basis of future land use was formed from public input guiding planners to balance a growth approach across the core city and in neighborhood centers. These anchors form the building blocks of the future city in Memphis.

Citywide Anchors are primarily places of higher concentration of population, jobs, and activity: Downtown, Medical District, and University area. Development forms in Citywide Anchors should consist primarily of attached, multistory buildings and towers with vertical mixed-use development comprised of retail, service, office, civic, entertainment, education, and residential. The public realm in Citywide Anchors should encourage pedestrian activity through wide sidewalks, plazas, and squares and should be designed to be transit-oriented. Mixed use developments should have ground-floor retail or other visible uses adjacent to the public realm.

Community Anchors are centers of activity located in the heart of well-connected residential communities. Development forms in Community Anchors are typically one or two stories, although taller buildings may be present in some neighborhoods. Community Anchors can include

mixed-use structures, although a mix of single-use structures is more common. Central to a Community Anchor's success is a development form that promotes the creation and maintenance of places where surrounding communities come together in a mix of uses, such as retail and commercial, civic and service, and residential. Community Anchors are transit-supportive areas of the City.

Citywide and Community Anchors depend on high quality density and infill, building design, street design, and infrastructure investments in order to be successful. Primary attention should be paid to these places by means of closely following the actions of this objective in future land use and investment decisions. In addition to policy guidance, this objective establishes guidance for the plan's focus on investing in Accelerate anchors and criteria for the small area planning process.



ACTIONS

1.1.1

Within anchors and anchor neighborhoods, ensure that zoning designations support, maintain, and encourage walkable, mixed-use infill development.

1.1.2

Create a comprehensive and flexible package of financial incentives to assist infill development around Citywide and Community Anchors.

1.1.3

Target financial incentives to support growth in Accelerate and Nurture anchors.

1.1.4

Provide administrative incentives for targeted anchors, including expedited plan review and permitting, regulatory assistance, and prioritized code and environmental enforcement.

1.1.5

Support and establish entitlement assistance programs that support well-designed infill development within and around anchors and anchor neighborhoods.

1.1.6

Develop and adopt a protocol for identifying and conducting small area planning to support quality growth and density around anchors and anchor neighborhoods.

1.1.7

Develop and implement inclusive, community-based small area planning to catalyze infill development and infrastructure improvements in anchors and anchor neighborhoods.

Goal. In the plan elements section, the goal that is being referenced will always be in the upper right-hand corner.

Objective. The full objective will be listed with a briefing on how recommended actions come together to achieve a desired outcome.

Actions. A list of recommended actions will follow a narrative generally describing the aim and intent of the objective and featured actions. These recommendations are listed in no particular order.

LAND



Goal 1

COMPLETE, COHESIVE COMMUNITIES

Memphis is a City of great neighborhoods, but challenged in its ability to serve neighborhoods by a historic growth pattern that has spread resources thin over a large land area. In order to Build Up, Not Out, Memphis must make choices about where and how to focus growth in future years. Through community input on future growth scenarios and district planning, the future land use plan for Memphis is one that focuses growth in and around Community and Citywide Anchors. The goal of Complete, Cohesive Communities provides a template for how the City can and should leverage its great downtown and great neighborhoods to set high standards for design, preserve the character of the City and neighborhoods, and reduce blight and vacancy, while promoting mixed-income, mixed-use, walkable, and healthy communities.

OBJECTIVE

1.1

Focus future growth and density in and around Community and Citywide Anchors

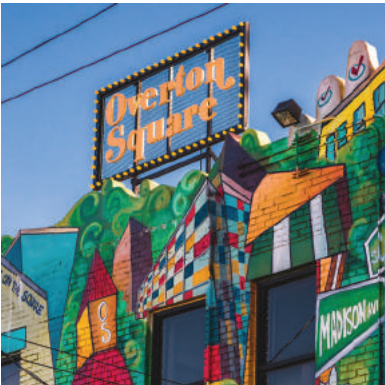
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Citywide and Community Anchors depend on high quality density and infill, building design, street design, and infrastructure investments in order to be successful. Primary attention should be paid to these places by means of closely following the actions of this objective in future land use and investment decisions. In addition to policy guidance, this objective establishes guidance for the plan's focus on investing in Accelerate anchors and criteria for the small area planning process.



ACTIONS

- 1.1.1 Within anchors and anchor neighborhoods, ensure that zoning designations support, maintain, and encourage walkable, mixed-use infill development.
- 1.1.2 Create a comprehensive and flexible package of financial incentives to assist infill development around Citywide and Community Anchors.
- 1.1.3 Target financial incentives to support growth in Accelerate and Nurture anchors.

- 1.1.4 Provide administrative incentives for targeted anchors, including expedited plan review and permitting, regulatory assistance, and prioritized code and environmental enforcement.
- 1.1.5 Support and establish entitlement assistance programs that support well-designed infill development within and around anchors and anchor neighborhoods.

- 1.1.6 Develop and adopt a protocol for identifying and conducting small area planning to support quality growth and density around anchors and anchor neighborhoods.
- 1.1.7 Develop and implement inclusive, community-based small area planning to catalyze infill development and infrastructure improvements in anchors and anchor neighborhoods.

ACTIONS (CONTINUED)

- 1.1.8** Align and prioritize Capital Improvement Program investments that facilitate infill growth and reinvestment in and around Community and Citywide Anchors.

1.1.9 Review and revise scoring criteria for capital improvements to emphasize projects that support infill by addressing multiple objectives of the Comprehensive Plan.

1.1.10 Align and strengthen land use policy and incentives to support transit-oriented and transit-supportive infill development in and along target anchors and corridors.

1.1.11 Increase and enhance multimodal access and connectivity to civic spaces that promote community gathering within anchors.

1.1.12 Support the creation of new public spaces within and around anchors and anchor neighborhoods.

1.1.13 Support the creation and rehabbing of public spaces within and around anchors to create central spaces to gather and interact.

1.1.14 Integrate local amendments to building and fire codes that promote density and infill, walkable streets, and reduced curb radii.

1.1.15 Adopt the land use plan to guide development patterns and decisions.
- 1.1.16** Adopt and follow the land use typologies to determine consistency with zoning and land use decisions.

1.1.17 After the adoption of the Comprehensive Plan and streets plan, develop a Citywide map of frontages and adopt into the UDC.

1.1.18 Review and update maximum setbacks in the frontage standards of the UDC to promote more active streets.

1.1.19 Consider the adoption of build-to standards within the UDC's frontage requirements.

1.1.20 Explore the elimination of parking requirements or setting parking maximums in Citywide Anchors.

1.1.21 Explore the elimination of parking requirements or setting parking maximums in along high frequency transit corridors.

1.1.22 Continue current policy limiting extension of sewer service beyond the City's limits.

1.1.23 Ensure application of street types is made in conformance with anchors and future land use plan.

1.1.24 Prioritize upgrade and expansion of sewer capacity in a manner that aligns with Citywide and Community Anchors, degree of change, and land use.
- 1.1.25** Ensure repair, maintenance, upgrade, and expansion of infrastructure supports mixed-use development, particularly in Citywide and Community Anchors.

1.1.26 Focus capital investments in constrained sewer basins that support growth in Accelerate anchors.

1.1.27 Identify and prioritize upgrades needed in utility infrastructure that supports Citywide and Community Anchors.

1.1.28 Expand utility infrastructure to support mixed use development in Citywide and Community Anchors.

1.1.29 Encourage higher-density commercial and residential development in anchors supported by high frequency transit.

1.1.30 Incentivize housing and employment growth to occur around Citywide and Community Anchors and high frequency transit corridors, preserving and integrating existing affordable housing where possible.

1.1.31 Increase infill and redevelopment that locate residential, employment, and retail uses near each other to maximize transit and active transportation.

1.1.32 Identify and prioritize upgrades in streetscape amenities such as lighting, furnishings, and shade.



Small Area Plan Criteria

The Comprehensive Plan is a general plan that provides the City's future growth strategy and a land use plan based on the Build Up, Not Out vision. The Comprehensive Plan also provides recommended actions that support the plan vision and goals. While the plan provides this general guidance, there may be instances where a more refined planning process is needed to facilitate growth, development, or transportation and mobility needs.

Types of Area Plans

Anchors and Anchor Neighborhoods could be subject to subsequent Anchor Plans. The purpose of **Anchor Plans** is to identify opportunities, locations, and strategies for infill within anchors and anchor neighborhoods and the public investments and projects that should be considered to encourage and direct private investment. Area plans would result in a more detailed implementation program and may result in amendments to the zoning map within the plan area boundary that follow the Memphis 3.0 guidance for land use and zone implementation.

Commercial and Mixed-Use Corridors could be subject to subsequent **Corridor Plans**. The purpose of Corridor Plans would be to identify opportunities for multimodal transformation of the corridor, improve linkages between anchors and other community destinations, consider aesthetic improvements (gateways, landscaping, beautification), and ways to improve development patterns along corridors. Corridor plans could also result in a more detailed implementation program and may also result in amendments to the zoning map within the plan area boundary, but would not be seen as opportunities to necessarily plan for growth.

District subareas that need additional detailed area planning work, are not Anchors or Corridors, but are not expected to accommodate growth or anticipate substantial coordinated public/private investment may be subject to subsequent **Transitional Area Plans**. These might include clusters of transitional land uses or other areas needing planning attention, such as places where significant blight and/or vacancy are occurring.

Larger areas of the City could be the focus of combined planning activities depending on available resources, the presence of local CDCs and other community organizations, and district boundaries. For example, a larger corridor plan could include one or more anchors and the anchor neighborhoods surrounding them or an anchor plan could include an adjacent area of transitional land use.

Small Area Plan Scope

At a minimum, the Small Area Plan is expected to build from the Memphis 3.0 Comprehensive Plan by:

- Involving community in a design charrette process;
- Describing how the shared vision, objectives, and land use policy can be implemented in the project area;
- Describing how market conditions and market potential can translate into feasible strategies for development and revitalization within the plan area;
- Developing a detailed implementation plan that identifies projects and funding sources in short (0-2 years), medium (2-5 years), and long-range (5-10+ years) timeframes;
- Recommending changes to zoning and/or consideration of design guidelines;
- Developing strategies to strengthen commercial development;
- Determining priority infrastructure needs;
- Developing strategies to create affordable and market rate housing;
- Developing strategies to improve the public realm, including streets and civic spaces;
- Developing strategies to strengthen connections between housing and jobs and between civic assets; and
- Developing strategies to generate economic return on investment, including consideration of a tax increment financing district and other tools and incentives.

Small Area Plan Criteria and Checklist:

The following questions should be considering when determining the type of small area plan.

Is the area an anchor or anchor neighborhood?

If yes, the area is a candidate for a small area plan facilitated by the Office of Comprehensive Planning with strong, inclusive community engagement.

Is the area covered by an existing overlay or special purpose district?

If yes, the area is a candidate for a small area plan and should be conducted in partnership with the Office of Comprehensive Planning and Office of Planning and Development with strong, inclusive community engagement from property owners and stakeholders within the overlay or special purpose district.



Small Area Plan Criteria

Has there been or are there plans for a major development (or developments) that are expected to change the character or momentum of the area? If so, what is the extent?

If yes, the area is a candidate for a small area plan facilitated by the Office of Comprehensive Planning with strong, inclusive community engagement.

Is there a planned transportation investment that is expected to change the character of the area?

If yes, the area is a candidate for a small area plan facilitated by the Office of Comprehensive Planning, the City of Memphis Division of Engineering, and other appropriate agencies with strong, inclusive community engagement.

Is there a public investment planned or publicly-owned property(ies) planned for development that are expected to change the character or momentum of the area?

If yes, the area is a candidate for a small area plan facilitated by the Office of Comprehensive Planning and the City of Memphis Division of Housing and Community Development (or other appropriate agencies) with strong, inclusive community engagement.

Are there areas labeled transitional land use or candidates for transitional land use?

If yes, the area is a candidate for a small area plan facilitated by the Office of Comprehensive Planning with strong, inclusive community engagement.

Are there areas with a high degree of incompatibility between the land use plan and the zoning?

If yes, the area is a candidate for a small area plan supported by the Office of Comprehensive Planning and the Office of Planning and Development with strong, inclusive community engagement.

Are there otherwise immediate issues in the area not addressed in the Comprehensive Plan?

If yes, more exploration is needed to determine if a planning process facilitated by the Office of Comprehensive planning is the appropriate approach or if a community or agency-initiated plan is more appropriate.

What goals/objectives/actions would be addressed by the small area plan?

These responses will help determine the type of small area plan need, additional expertise, and needed stakeholders.

Is the issue better addressed as a system plan which may have some effect on place?

If yes, more exploration is needed to determine if a planning process facilitated by the Office of Comprehensive Planning is the appropriate approach, or if a plan led by another division or agency is more appropriate. In the case of a system plan led by another division or agency, the Office of Comprehensive Planning would be a collaborative partner.

Examples include: Streets Plan, Sewer Master Plan, Parks Master Plan, Smart City, Public Facilities Plan.

Note: If the area is a part of a local Landmarks District, any planning will have to align with the district procedures for modifications to those guidelines.



Investment Focus

Memphis Community Catalyst Fund

Overview

In accordance with the Memphis 3.0 Comprehensive Plan, the City will target public investment and incentives in and around key anchors in the City to promote growth in those areas, spur economic development, and create more positive momentum in neighborhoods throughout the City. The Memphis 3.0 Comprehensive Plan process has identified anchors in each planning district to focus future public and private investment efforts. Anchors are recommended to change over time in one of three ways: Accelerate, Nurture, and Sustain. The City-funded Community Catalyst Fund is designed to focus resources in Accelerate and Nurture anchors and surrounding anchor neighborhoods to seed catalytic change in these areas in the short and long term.

Guiding Principles

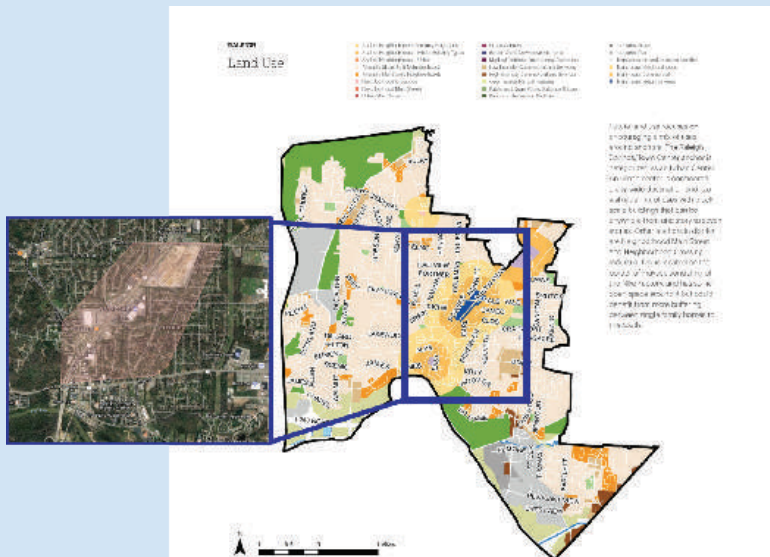
In activating this new resource, guiding principles should be established following the Comprehensive Plan. These are: (1) funding should be recurring or allowed to replenish; (2) the fund should seek to leverage private/philanthropic dollars to complement City funds; (3) funds should be targeted in areas defined by the Comprehensive Plan as Accelerate

and Nurture anchors in order to be most effective; (4) investment of funds should follow guidance from a small area plan or system plan.

Sources and Uses of Funding

The initial source of funds is a \$2,000,000 seed from the City of Memphis with an annual recurring source from the general fund. The fund will seek to leverage private and philanthropic sources to expand the pool of funds available.

Planned uses of funding include public improvements such as streetscape improvements, road diets, pedestrian improvements, wayfinding signage, gateway markers, transit improvements, sewer upgrades, stormwater solutions, public wifi, and civic spaces such as parks and greenways. The City will look to make incremental investments in anchors and anchor neighborhoods that have potential for significant change in communities and ability to attract additional investment. The City will rely on Small Area Planning to incorporate input from the community and steer the use of funds to the greatest needs in the selected areas.



Investing in Anchors. The Memphis Community Catalyst Fund is recommended as a funding source to complement other City funding streams to target in anchors and anchor neighborhoods to spur growth.



Small Area Plans. The Small Area Plan gives the City a tool to focus efforts in an anchor to identify future design opportunities and determine optimal investments to achieve goals for growth.

OBJECTIVE

1.2

Promote a high standard of design and build upon unique characteristics of communities when promoting new development

Citywide and Community Anchors depend on high quality density and infill, building design, street design, and infrastructure investments in order to be successful. This standard of quality is defined by high quality design as well as the City's regard for the characteristics of existing communities. Memphis has within its communities a rich pattern of historic and architecturally significant structures that gives the City a solid foundation on which new development can build. While this does not require all old buildings to be saved, or all new buildings to mimic old ones, the City should encourage compatible infill development and adaptive reuse to the greatest extent possible.

The primary recommendations related to this objective deal with the content and application of the Unified Development Code (UDC) and the purpose and function of small area plans developed consistent with the Memphis 3.0 Comprehensive Plan. One of the key issues created by the Comprehensive Plan is potential incompatibility between the land use map and zoning map in the UDC. While the consistency process can mitigate issues, the City should use the small area planning process to reconcile the zoning map with the land use map.

In doing so, the City should consider design guidelines in small area plans, as well in existing regulatory documents such as the UDC and historic overlay districts. One primary area of improvement would be to revisit and improve the guidelines in the UDC regulating contextual infill standards not only to ensure more clarity in the standards but stronger guidance in the application of standards. The administration of these

standards, along with other design elements, should be strengthened through staffing to boost design capacity of the planning division, beginning with a Deputy Administrator of Office of Planning and Development with architectural and urban design training and experience.

Other recommended actions in this section are intended to support the City's buildings and places that contribute to the history of Memphis. The City should support the preservation of structures exhibiting physical historic characteristics or are historic places through the Landmarks Commission and programs developed by the National Parks Services. The City should support State legislation that would create an incentive for the redevelopment and preservation of historic structures. The City should also take a proactive role in preserving historic sites that contribute to the City or have cultural significance within a community.



Photo credit: Spotlight Productions

ACTIONS

- 1.2.1** Over time, align the zoning map with the recommendations of the future land use planning map through the small area planning process.
- 1.2.2** Use the small area planning process to guide City-initiated comprehensive rezonings, prioritizing anchors to promote compatible infill development.

- 1.2.3** Develop a set of architectural and urban design principles for development in the City that are adopted into the Unified Development Code.
- 1.2.4** Ensure design principles are consistent with adopted design guidelines of Downtown and historic districts.

- 1.2.5** Study transitions in height, density, and massing between residential and mixed-use zones to ensure building forms promote more dense forms of infill in a manner that is compatible with existing development.
- 1.2.6** Revise and improve the contextual infill standards in the UDC to clarify and strengthen their intent, design options, and enforcement.

ACTIONS (CONTINUED)

- 1.2.7**

Use the small area planning process to establish design guidelines or other infill design resources to guide infill development in anchors and anchor neighborhoods.
- 1.2.8**

Use the land use plan and small area planning process to streamline the application and enforcement of overlays and special purpose districts in the UDC.
- 1.2.9**

Ensure protections are in place to minimize displacement as communities experience new growth.
- 1.2.10**

Ensure adequate protection in historic overlay districts to respect historic character, but permit varying intensities, transitions, and compatibility.
- 1.2.11**

Engender a high-quality built environment within anchors across the City through design standards, a coordinated public realm, and placemaking investments.
- 1.2.12**

Re-establish the position of Deputy Administrator of Office of Planning and Development to serve in a leadership role in elevating an architectural and urban design focus in plan review.
- 1.2.13**

Hire a Deputy Administrator with architectural and urban design training and experience.
- 1.2.14**

Assign the Deputy Administrator of Office of Planning and Development as the Secretary of the Memphis Landmarks Commission.
- 1.2.15**

Focus training and education resources to elevate knowledge and practice of architectural and urban design among planning staff.
- 1.2.16**

Hire additional planning staff with background and skills in architecture, landscape architecture, and urban design.
- 1.2.17**

Establish a cross-departmental design team in Division of Planning and Development to elevate standards of architectural and urban design in plan development and plan review process.
- 1.2.18**

Encourage the use of preservation tools to preserve historic building structures and sites that are significant to the history of Memphis.
- 1.2.19**

Advocate for the passage of State legislation supporting the Historic Rehabilitation Investment Incentive Act or other similar legislation.
- 1.2.20**

Strategically encourage the use of historic tax credits to improve historic anchors or corridors with historic significance.
- 1.2.21**

Discourage demolition of historically significant structures and building types by developing a historic review when applicable.
- 1.2.22**

As Citywide Anchors experience more density, ensure green space is incorporated to provide community common areas.

OBJECTIVE

1.3

Develop strategies that reduce blight and vacancy

The City should focus efforts to address blight and vacancy that expend the appropriate type of resources and that use strategies sensitive to the market, growth goals, and community preference. Described by the City-County Blight Elimination Charter, signs of blight include litter, graffiti, unkempt lots, vacant and abandoned homes, and abandoned buildings. Blight in a community often leads to and can support other social ills, including increased crime, poor public health, and diminishing home values, disproportionately affects people who live in poverty. The City should continue to support efforts of the collaborative Blight Elimination Steering Team (BEST).

The plan recommends strategically addressing vacancy by applying the Vacant Lot Activation Toolkit (the “toolkit”). The toolkit provides guidance on future uses for vacant lots based on future land use, their surroundings, and community desire and need. The toolkit makes no assumptions on average lot size or ownership of a vacant parcel – these solutions can be applied if land is publicly or privately owned, but the acquisition process may be different based on ownership.

Vacant land within an anchor or anchor community should be redeveloped as a development lot as the first preference. The development lot can be mixed-use, or commercial, residential, or institutional (like a school building or community-supporting use) alone. Other lots within the anchor community should be a combination of development and home lots; home lots consist of a single family,

detached home, or a small business within a single family, detached home. Expanded lots should be on blocks where there is ample vacant land in areas located farther from anchors, typically in primarily single and multi-unit neighborhoods.

The toolkit provides direction on vacant land in transitional areas not feasible for near-term development. Goal 2: Vibrant Civic Spaces provides additional policy direction that aims to transform vacant and underutilized land into community assets. These actions are intended to be supportive of community institutions such as schools, churches, and community centers.

The plan advocates for the rehabilitation of historic vacant buildings that have cultural significance. These buildings could be incrementally rehabbed using a variety of tools such as public art, temporary beautification, and long-term rehabilitation. Blighted or abandoned multifamily should be encouraged to adhere to building codes or be redeveloped in a strategic manner, initially focusing on blighted multifamily in or adjacent to anchor neighborhoods or multifamily that is along major corridors of the City.

Actions in this section aspire to promote process improvement within the City as it relates to blight and vacant and abandoned land. The Shelby County Land Bank and the Blight Authority of Memphis should seek coordination in acquisition and assembly efforts.

ACTIONS

1.3.1 Strategically follow and apply the Vacant Lot Activation Toolkit to encourage short, medium, and long term uses for vacant lots.

1.3.2 Assess vacant land throughout anchors and communities for strategic land assembly and re-use.

1.3.3 Conduct regular assessment of vacant parcels and conditions throughout anchors and communities to determine necessary interventions.

1.3.4 Create a database of known vacant parcels in anchors and anchor neighborhoods and update semi-annually to be used as a resource in future land assembly.

1.3.5 Expand database of known vacant parcels to include all areas of the City and determine feasible means and schedule of update.

1.3.6 Explore the feasibility of pursuing quiet title action to obtain a clear title before sale on assembled tax sale property to promote development.

1.3.7 Focus redevelopment efforts for vacant parcels within one-quarter mile of anchors (anchor neighborhoods).

1.3.8 Outside of anchor neighborhoods, consider transitional land uses for vacant properties following the Vacant Lot Activation Toolkit.

ACTIONS (CONTINUED)

- 1.3.9** For residential areas experiencing high rates of vacancy (greater than 20%) and adjacent to health or environmental hazards, develop transitional land use plans pursuant to community guidance.

1.3.10 In transitional areas, focus land use recommendations on increased greening and creation of open spaces, environmental remediation, hazard protection, and stewardship.

1.3.11 Focus more dense forms of development pursuant to the Vacant Lot Activation Toolkit closer to anchors, transitioning from forms such as cottage courts and fourplex lots to home lots for one and two-family residential at the edges of anchor neighborhoods.

1.3.12 Focus expanded lot transitional uses in lower density communities further from anchor edges.

1.3.13 Apply nature lots and flood lots as transitional uses at community edges, particularly where communities border health or environmental hazards or buffer land use incompatible with residential uses.

1.3.14 Identify opportunities to apply flood lots throughout communities to address persistent stormwater issues.
- 1.3.15** Generally, focus location of community lot transitional uses (intended as small parks, gardens, or farms) closer to existing community uses (such as parks, schools, community centers, or other public uses), but act pursuant to community guidance.

1.3.16 Make use of underutilized open space at parks and community centers for green infrastructure, playgrounds, trails, etc.

1.3.17 Create short and long-term activation solutions for vacant buildings of cultural or historical significance.

1.3.18 Coordinate efforts of Shelby County Land Bank with Blight Authority Land Bank and the Community Redevelopment Agency (CRA) to assemble, transfer, and maintain land for future development and transitional use.

1.3.19 Develop a comprehensive brownfield remediation strategy to address environmentally contaminated properties to address blight and unlock opportunities for community and economic development.

1.3.20 Continue support and implementation of the Blight Elimination Charter and efforts led under the charter by the collaborative Blight Elimination Steering Team.

1.3.21 Amend and adopt current versions of the International Property Maintenance Code as applicable.
- 1.3.22** Move Zoning Enforcement under Office of Planning and Development and increase focus on enforcing the Unified Development Code (UDC).

1.3.23 Better align and communicate efforts and regulations of City Code Enforcement and OPD Zoning Enforcement section to improve reporting, response, compliance, and enforcement.

1.3.24 Explore adding additional recycling and trash dropoff locations in areas with excessive dumping.

1.3.25 Develop and maintain a Citywide rental property registry to ensure greater compliance and enforcement of codes.

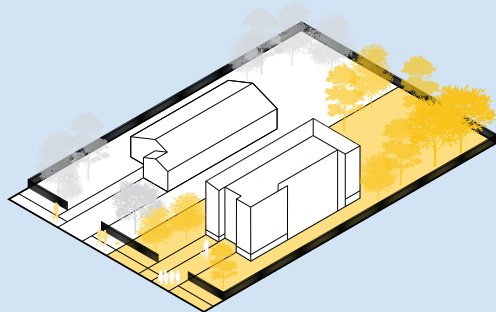


Vacant Lot Activation Toolkit

Vacant lots are a major concern for the City of Memphis. It has been the focus of much effort over many years. Memphis has a higher than average rate of vacant land and structures for a city its size. While

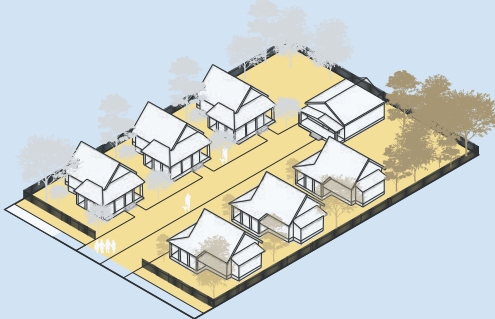
the land bank and other efforts are a start, much more needs to be done. Exploring tactics to bring these lots back will greatly help neighborhoods, livelihoods, and the economy of the City.

Development Lot Fourplex



Fourplex. Fourplexes are historically prevalent within the City and can be a context-sensitive way to add density in predominantly single-family neighborhoods.

Development Lot Cottage Court



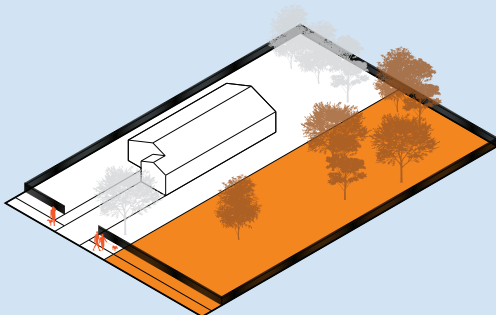
Cottage Courts. Cottage courts are being used by many cities to add density and affordable housing options. This development can provide a customer base to support neighborhood retail and services located in anchors.

Cottage Court Example Example Victor, Idaho



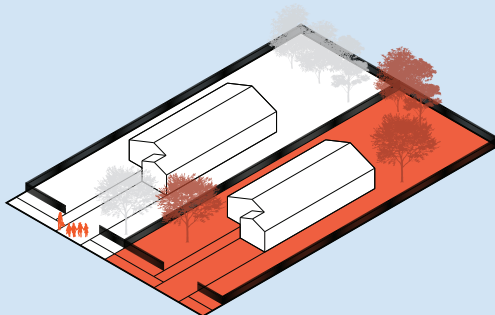
Fits Most Contexts. Cottage courts are dynamic and can fit into most urban and suburban contexts, ranging from wealthy neighborhoods to providing affordable housing.

Expanded Lot



Decrease Cost. The quantity of publicly owned lots is vast and costly to maintain. Getting these into the hands of neighbors allows for local control and upkeep in an expeditious, low cost manner.

Home Lot



Decrease Blight. Vacancy keeps many neighborhoods from coming back to vibrancy. Promoting infill on vacant lots improves communities, tax revenue, and the economy.

Home Lot Example Example Edmonton, Alberta

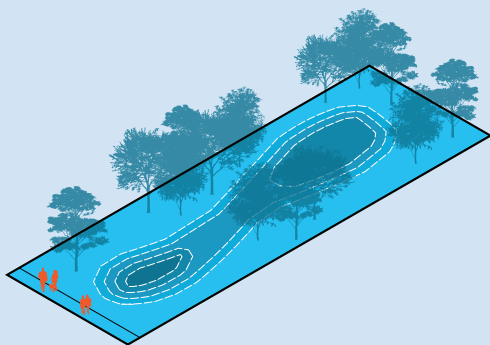


Infill. Easing the cost and some regulation in certain areas can spur more infill that improves neighborhoods. Incentives to help with the often costly infrastructure improvements for infill is possible.



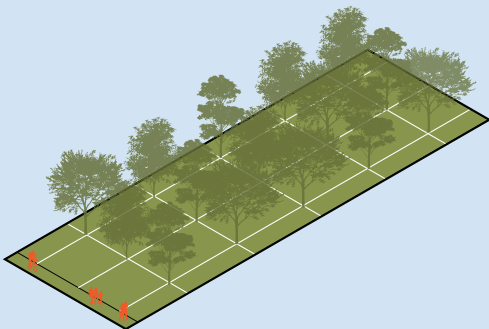
Vacant Lot Activation Toolkit

Flood Lot



Flood. Flooding and water quality are a concern within the City. Designing lots with lower elevations throughout communities to take on stormwater can have a large impact on flooding and water quality.

Nature Lot

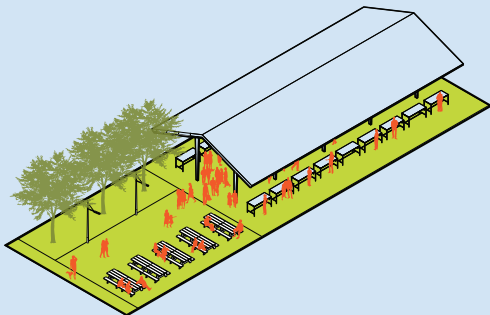


Nature. Vacant lots often detract from a neighborhood's environment, both ecologically and aesthetically. Nature lots can be productive in providing ecosystem services as well as improving aesthetics for health and economy.



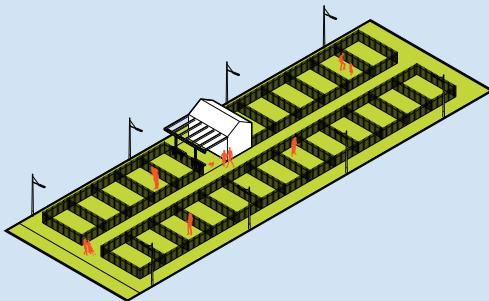
Example of a natural lot populated by mature trees in Memphis.

Community Lot Gathering Space



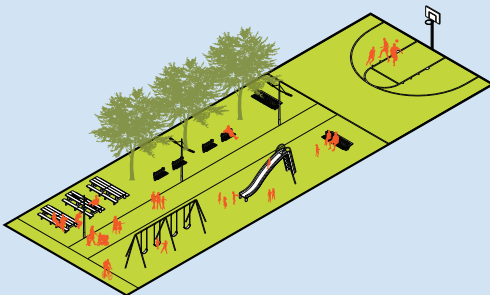
Gathering. Community lots offer various forms and purposes. Many communities lack free places to gather and these lot interventions can help.

Community Lot Community Gardens



Growing. Some forms of community lots can serve as community gardens for food production while others can double as event space.

Community Lot Recreation



Activity. Community lots can be repurposed for recreational purposes. A repurposed lot can serve as a community park, playground, or walking path.

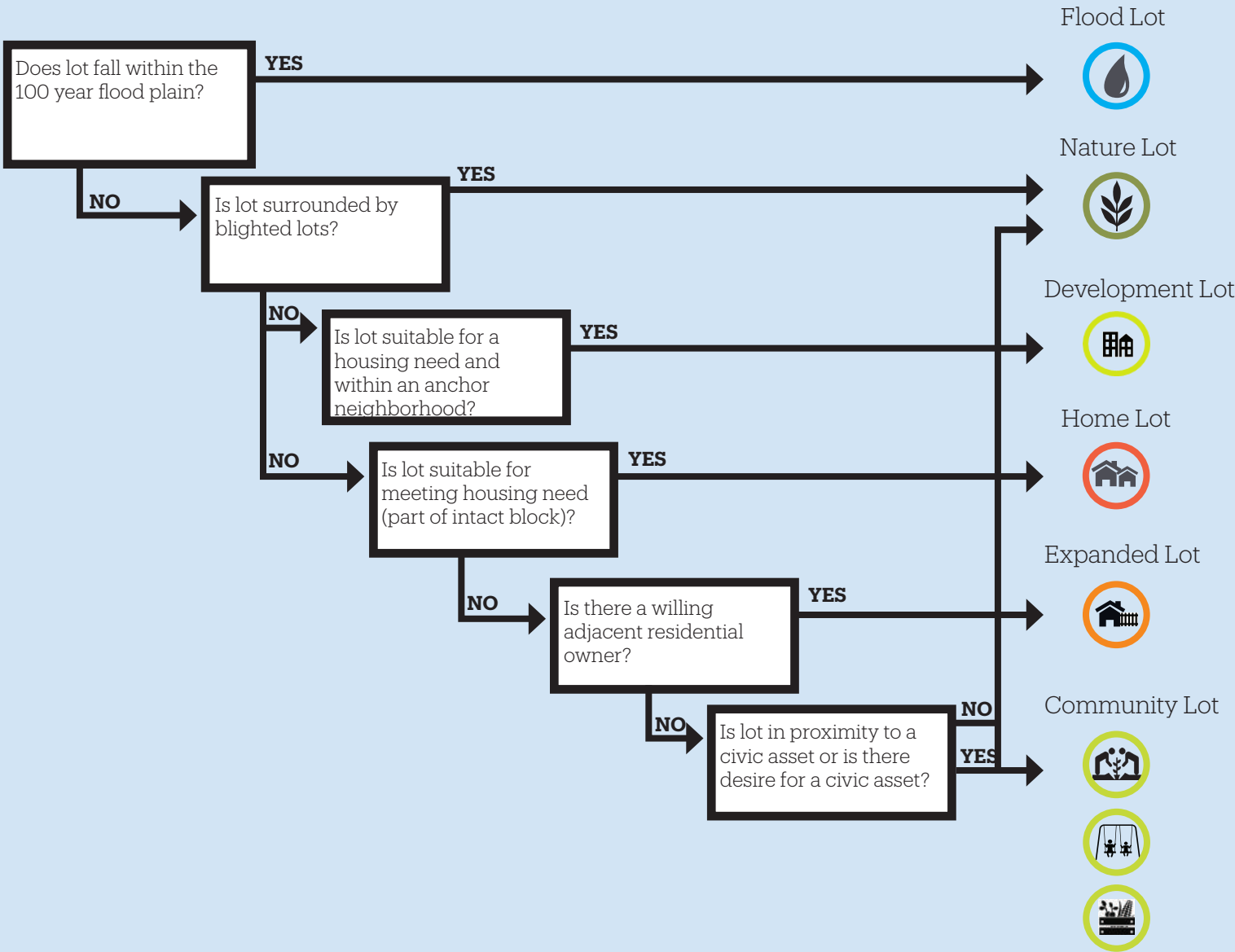


Vacant Lot Activation Toolkit

Vacant Lot Reuse Matrix

Lots should be developed according to the vacant lot decision matrix. The matrix takes into account surrounding land use and community

desire and need. By answering a series of yes or no questions, the user is guided to the best possible use for the vacant lot.



OBJECTIVE

1.4

Align policy and resources to promote mixed-income communities

Mixed-income communities can encourage wealth building and opportunity for all residents. Research shows that if a low-income child lives in a mixed-income community, his or her life earnings increase by 30 to 40%. The anchor strategy of the plan supports mixed income communities which include quality housing that is affordable and attainable for a variety of income levels. In some areas of the City, this means introducing housing that is available at a higher price point, and in other areas, this will mean introducing housing that is affordable for households that earn less than the median income.

To encourage affordability, resources should be aligned to promote low-income and affordable housing within new development. Intentionally creating mixed-income communities can also serve to minimize displacement. Actions in Goal 7: Prosperous, Affordable Communities support the development of affordable housing and in turn mixed-income communities.

Actions within the plan support mixed-income communities by recommended zoning changes to allow smaller lots by right and multiple buildings on a lot. The City and County should review housing programs aimed at promoting single-family homeownership to include ADUs and structures or lots with up to four units.

Mixed-income communities should see investments focused at anchors and in anchor neighborhoods along with a variety of housing

types that can meet a range of household sizes and incomes. Developments should include attached and detached housing in the form of missing middle housing which can include live/work units, townhouses, courtyard apartments, fourplexes and more. Some of the City's older housing stock include missing middle housing. The plan recommends policy changes that can make these housing types more affordable and reduce barriers to development.

The City should support modifications in State legislation that would allow missing middle housing to be taxed at a lower rate than commercial development to create diverse, affordable housing options. The City can also support mixed-income communities by updating the building codes fee structure to reduce permitting costs for structures of up to four units.



Photo credit: City of Memphis



ACTIONS

- 1.4.1** Promote a mix of housing types to ensure households at all income levels have affordable, quality options.
- 1.4.2** Establish a Citywide residential sites inventory for vacant and underutilized sites within anchors and anchor neighborhoods.
- 1.4.3** Promote and market residential sites inventory appropriate for mixed-income development through periodic workshops for private/nonprofit developers.
- 1.4.4** Align City programs and resources with strategies to integrate and deliver low-income and affordable housing as part of new development.
- 1.4.5** Revise City and County housing programs aimed at promoting single-family homeownership to also include structures of up to four units and accessory dwelling units.
- 1.4.6** Consider and provide incentives to developers to integrate and deliver low-income housing as part of new development, such as financial assistance or streamlined review.
- 1.4.7** Promote diversity of housing types to expand choices that meet financial and lifestyle needs and demands of existing and new residents.

- 1.4.8** Relax regulations on accessory dwelling units to allow smaller lots to add units by right in order to promote infill, income generation, and family support.
- 1.4.9** Advocate for state legislation to expand the definition of residential development to include more than two units to promote development of missing middle housing.

- 1.4.10** Advocate for state legislation to permit assessment of missing middle housing at a rate lower than existing commercial development rate to promote a diverse range of affordable, quality infill housing.
- 1.4.11** Update building codes and fee structure to treat structures of up to four units as residential construction.



Duplex: Side-by-Side



Duplex: Stacked



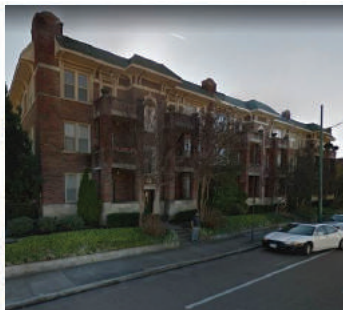
Bungalow Court



Carriage House



Fourplex



Multiplex: Small



Carriage House



Live/Work



Courtyard Apartments

OBJECTIVE

1.5

Strengthen neighborhood commercial districts

The anchor strategy of the plan is centrally focused on mixed-use anchors – nodes of high activity that may have some commercial, institutional, civic, and residential uses. Some key characteristics of neighborhood commercial include square footage of less than 30,000 square feet, trade areas from under one mile to less than three miles, and convenience, grocery, pharmacy, and neighborhood-serving commercial tenants. Neighborhood commercial serves consumers’ daily and weekly needs for basic services and food.

Changes in retail consumption and the amount of vacant commercial in some planning districts pose challenges for thriving neighborhood commercial centers. Infill development within anchor neighborhoods can support existing neighborhood-serving commercial centers and adaptive reuse of vacant or underutilized buildings can advance the stabilization of neighborhood commercial. Public art can be used to activate under-occupied neighborhood commercial. Community-based participation and placemaking can also strengthen the connection between people and the places around them, creating another purpose for people to visit or patronize.

Law enforcement, code enforcement, and environmental enforcement efforts should be focused in anchors to support the City’s commitment to these areas achieving increased community-supporting activity and a high standard of design and maintenance. Violations related to garbage, waste, and illegal signs should be monitored as those physical signs have an impact on other community factors.

Actions in this section identify opportunities for retention and support of small businesses which include studying the feasibility of a neighborhood commercial improvement fund, tactical urban interventions to stimulate activity, and supporting minority and women-owned businesses (MWBs) through buy local campaigns. Other recommended actions related to supporting MWBs can be found in Goal 6: Equitable Economic Development. Working toward a local shared prosperity partnership, the plan recommends strengthening neighborhood commercial by supporting neighborhood-based organizations to assist and support the revitalization of Community Anchors.

ACTIONS

- 1.5.1 Focus residential infill efforts in anchor neighborhoods to support anchors and neighborhood commercial districts with appropriate population density.
- 1.5.2 Focus code and environmental enforcement efforts in anchors and anchor neighborhoods to improve the physical environments around commercial activities.
- 1.5.3 Develop a small business creation, attraction, and retention strategy to support and strengthen community-oriented retail and services within Community Anchors.

- 1.5.4 Pilot tenant attraction efforts in select anchors to build critical mass and experience that can scale to other anchors.
- 1.5.5 Establish a neighborhood commercial improvement fund to assist with building improvements, tenant build-outs, and infrastructure improvements needed in anchors.
- 1.5.6 Support the redevelopment and intensification of underutilized commercial properties within Community Anchors.

- 1.5.7 Support and encourage the adaptive reuse of existing underutilized structures and properties in Citywide and Community Anchors for business development.
- 1.5.8 Create or expand neighborhood-based entities to assist with and support the revitalization of Community Anchors.
- 1.5.9 Improve walkability and multimodal access within and around community and Citywide Anchors to promote local economies and connect neighborhood residents and local businesses.

ACTIONS (CONTINUED)

- 1.5.10** Incentivize businesses to hire from within the neighborhood surrounding the anchor while reserving space for local businesses in the larger developments.
- 1.5.11** Preserve and protect existing businesses in Community Anchors with an emphasis on legacy businesses that have contributed to neighborhood history and identity.
- 1.5.12** Promote and leverage tactical urbanism interventions in Community Anchors to stimulate neighborhood commercial activity.
- 1.5.13** Support local businesses and minority- and women-owned businesses by promoting buy local campaigns.
- 1.5.14** Explore use of linear tax increment finance (TIF) districts and business improvement districts (BIDs) to revitalize and strengthen commercial corridors
- 1.5.15** Promote diversity of housing types to expand choices that meet financial and lifestyle needs and demands of existing and new residents.



Photo credit: Spotlight Productions



OBJECTIVE

1.6

Increase access to wellness opportunities and quality fresh foods

Planners understand the design of a community has direct impacts on residents' health and thus affects the City's overall performance. Planning for access to fresh foods, healthcare, and recreational areas has significant outcomes on a population's overall quality of life and productivity. The built environment, access to healthcare and education, social and community context, and economic stability are social determinants of health. When one or more of these determinants is reduced or missing, it manifests as inequity, and often puts people with social disadvantages at greater health risk. While providing more economic opportunity can impact social determinants, planners can change the environment in ways that can have direct effects on a city's vitality by making it easier to make healthy choices.

In 2015, 74% of Memphians had limited access to healthy foods and 26% received food stamps. Grocery stores in Memphis are spaced at regular three to four-mile intervals, leaning toward Grocer Efficiency as opposed to Customer Choice.

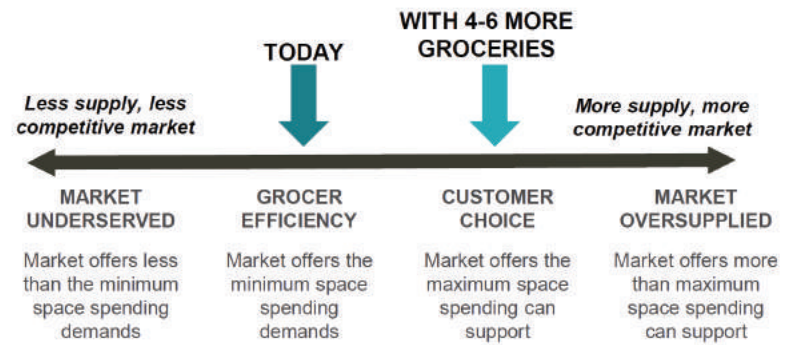
There is a concentration of lower-income families relying on convenience stores for groceries, especially when they are without a vehicle, but often choices are processed foods and without fruits or vegetables. The City has more convenience stores than conventional grocery stores; in areas considered food deserts, convenience stores are often more accessible. The plan recommends expansion of the Healthy Corner Store Initiative. In 2014, YMCA led a healthy corner store initiative that can serve as a model for other entities and neighborhoods.

The City should increase fresh food options through a variety of resources. With a comprehensive food chain analysis and adherence to the Mid-South Regional Food System Plan, greater food sources can be distributed from local suppliers and priced according to market need. Vacant parcels and school yards can become centers

for fresh food and farm-to-table education through designation as community gardens and farmers' markets. By promoting a locally grown campaign, grocery and convenience stores can aid in promoting better food options and even sourcing from local farms or school gardens.

Food security is only one component of a city's overall health. According to the 2017 American Fitness Index, the Memphis metropolitan area ranks 45th out of 50 large metros based on health behaviors, chronic health problems, the built environment, and recreational facilities as fitness components. Memphis is also 3rd among metro areas with the highest rates of obesity in the United States. Obesity and lack of physical activity, influenced by one's environment, lead to numerous chronic diseases which places extreme stress on government medical costs and individuals' annual expenses. Expanding public health programs and education can increase the rate of residents receiving insurance and adequate healthcare. By collaborating with the Shelby County Health Department and other agencies, preventative health education can become a greater priority.

The City can support physical activity through streetscape enhancements and prioritizing maintenance of existing parks and recreational facilities. Further, working with Shelby County Schools to nurture a "Safe Routes to Schools" policy can support safe transport and increase childhood physical activity. Using metrics and built environment indicators for health and food planning actions will allow for measurement of change over time as work is completed to address the social determinants of health. By designing for healthy neighborhoods, especially when focusing on anchors within districts, and combining engagement and collaboration with data-informing practices, policy outcomes for a healthy community can be realized.



ACTIONS

- 1.6.1** Implement strategies of the Mid-South Regional Food System Plan, beginning with the establishment of a food value chain facilitator within a centralized, regionally-focused organization.
- 1.6.2** Comprehensively address food insecurity, focusing on communities with low access to healthy foods.
- 1.6.3** Support, maintain, and attract a broad range of healthy food sources within Community Anchors, including full-service grocery stores, food markets, community gardens, and farmers' markets.
- 1.6.4** Expand the Healthy Corner Store initiative by providing assistance to encourage corner stores to carry fresh, healthy, and quality foods.
- 1.6.5** Work with city and community advocates/partners to identify suitable sites for community gardens and urban agriculture within and around Community Anchors, including neighborhood organizations, churches, schools, and public parks and open spaces.
- 1.6.6** Partner with County, charter, and private schools to create and sustain school gardens as an integrated component of a healthy foods curriculum.
- 1.6.7** Work to connect County, charter, and private schools, community childcare facilities, and other institutions with local healthy food producers to support and sustain farm-to-table initiatives in Community and Citywide Anchors.
- 1.6.8** Advocate for policies and incentives supporting the purchase of regionally and sustainably produced healthy foods in schools and healthcare facilities.
- 1.6.9** Partner with healthcare organizations to promote, support, and expand the availability of public health services and programs.
- 1.6.10** Partner with businesses, healthcare organizations, schools, and residents to promote local, preventative health education programs.
- 1.6.11** Prioritize the rehabilitation and supply of parks, greenways, and recreation amenities, especially in underserved areas of Memphis, to encourage physical activity.
- 1.6.12** Implement streetscape enhancements such as shade trees, awnings, public art, and pedestrian amenities to encourage people to be physically active.



In 2035, we envision a Mid-South Region where:

- Specialty crops, livestock, and local food processing offer family-sustaining income for our residents
- Fresh and healthfully preserved local produce is accessible to, and chosen by, individuals at all income levels
- Waste is recovered for productive reuse throughout our food system

5 Priority Interventions

- Fund a Food Value Chain Facilitator
- Bolster New Producer Training and Support
- Develop a Regional Agritourism Narrative
- Enhance Food Desert and Low-Income Retail Models
- Expand Institutional Gardening and Composting



Access to wellness opportunities and quality fresh foods



South Memphis Farmers' Market

Out of community need for healthy foods, residents formed the South Memphis Farmers' Market, dedicated to providing fresh and affordable foods from local growers and producers. Since opening in 2010, the market has become the destination in South Memphis for fresh produce and features handmade items from local producers between the months of May and November. The Grocer at South Memphis Farmers Market is a year-round neighborhood grocery store that grew out of the South Memphis Farmers Market, opening in 2014 to expand food access. At the market, SNAP customers can use EBT cards and receive a matching amount of up to \$20 in Fresh Savings tokens which they can then use to purchase additional fresh fruits and vegetables.

Knowledge Quest

South Memphis, Tennessee



Knowledge Quest runs the Green Leaf Learning Farm in South Memphis, a certified USDA organic micro-farm that focuses on student education, community/economic development, and food access and security for local residents.

The Food Trust

Philadelphia, Pennsylvania



The Food Trust began in 1992 to combat food security issues in Philadelphia. Its Healthy Corner Store Network is in more than 600 corner stores to increase store capacity for healthy foods and to market healthy messages to residents.

Flint, Michigan Ride to Groceries

Flint, Michigan



After numerous closures in Flint, the transit authority initiated Ride to Groceries in 2015, designating a bus route that services grocery stores to address food insecurity. This program has now expanded to two permanent routes.



Goal 2

VIBRANT
CIVIC SPACES

Memphis contains high quality civic and open space assets, particularly large-scale assets such as the Mississippi Riverfront and Shelby Farms Park; new projects such as the Wolf River Greenway are providing new access to open space amenities for areas of the City that have historically been underserved; and new vision for civic space has evolved from the regional Greenprint to the Memphis Riverfront Concept. However, the population of Memphis has a relatively low per capita open space ratio and some areas of the City continue to be limited in their access to high quality civic space. The goal of Vibrant Civic Spaces seeks to establish how the City can and should leverage existing parks, open space, vacant and underutilized lands that may not be suitable for infill, increasing access to civic and open space for all Memphians through coordinated planning, improving existing spaces, and investing in projects with multiple community benefits.

OBJECTIVE

2.1

Develop new master plans for parks and public facilities

The anchor-based land use planning map provides the City’s template for where and how the community should grow into the future. One of the cornerstones of the community is its parks and public facilities. In alignment with the adoption of the Comprehensive Plan, the City should embark on the development of new master plans for parks and public facilities that coincide with Memphis 3.0’s recommendations for new growth and the Mid-South Regional Greenprint’s recommendations for new connections of green space. While the Mid-South Regional Greenprint is a comprehensive document, two of the key recommendations are the development of approximately 500 miles of greenways and trails throughout the region, with Memphis at the center of the network, and access to a park, trail, or green space within ½ mile of all City residents.

In addition to these goals for parks, trails, and green spaces, the parks master plan should align the recreation, athletics, and park priorities to the Comprehensive Plan by assessing parks, community centers, golf courses, athletic fields and sports facilities, conducting a gap analysis, and engaging community to identify needs and preferences. The prioritized plan will guide future public investment and leveraging

opportunities for a community-focused park system that serves the citizens of Memphis well into the 21st century. The parks master plan should also consider opportunities for establishing new parks, expanding existing parks, or improving underused parks where opportunity exists to connect communities to the City’s valuable water resources, such as rivers and lakes, in the model of the Memphis Riverfront Concept plan.

Similar plans should be drafted for public facilities such as police stations, fire stations, and libraries that emphasizes not only alignment with future growth and land use recommendations, but common use with other public facilities and uses.



Photo credit: City of Memphis

ACTIONS

- 2.1.1 Initiate the process of creating a new parks master plan for the City of Memphis that addresses park, recreation, athletics, and open space priorities.
- 2.1.2 Conduct a Citywide assessment of existing parks, community centers, golf courses, athletic fields and sports facilities.
- 2.1.3 Conduct a comprehensive gap analysis of parks and civic spaces to identify new opportunities to create park, recreation, athletic, and open space amenities throughout communities.

- 2.1.4 Ensure robust community engagement to identify needs and preferences of residents and neighborhoods.
- 2.1.5 Develop and maintain a prioritized parks master plan to guide future public investment and leverage opportunities for a community-focused park system.
- 2.1.6 Follow the vision and guidance of the Mid-South Regional Greenprint plan in the development of the City’s parks master plan.

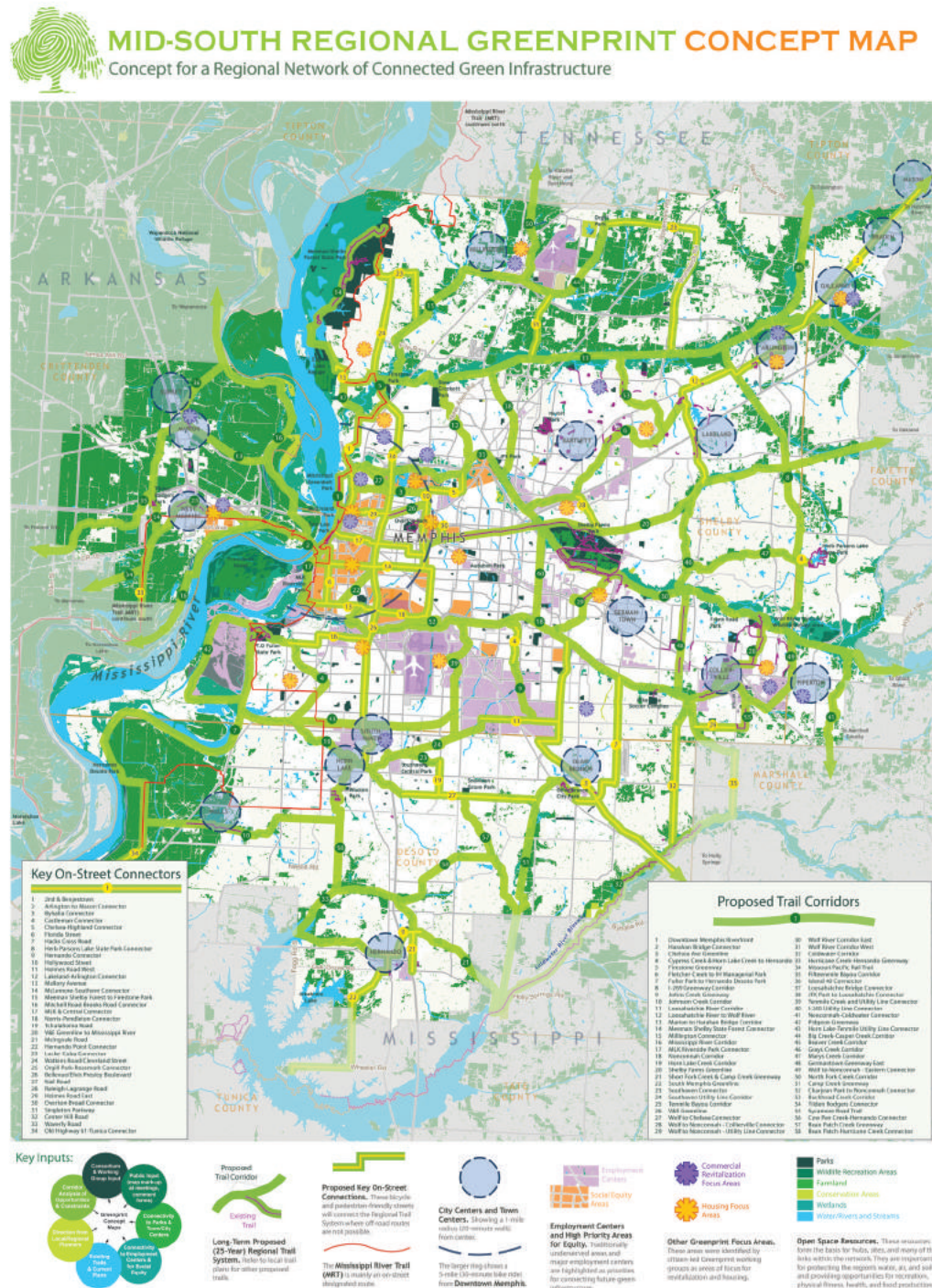
- 2.1.7 Create new parks and trails that connect communities to rivers, lakes, and other water bodies throughout the City.
- 2.1.8 Prioritize creation and protection of large green spaces or green space hubs that anchor the regional Greenprint network.
- 2.1.9 Create new links and loops between hubs following the regional Greenprint plan.
- 2.1.10 Create new parks and green spaces to ensure residents are within proximity to parks and trails.

ACTIONS (CONTINUED)

- 2.1.11** Plan for incorporating a diverse range of active and passive recreation amenities into green spaces in an environmentally sensitive way.
- 2.1.12** Review park features and amenities to ensure assets are high quality and appropriate for surrounding communities.
- 2.1.13** Expand the City's open space network by connecting the Greenprint network with existing parks and identifying land uses that can transition to open space.
- 2.1.14** Ensure all anchor neighborhoods have a park or civic space by creating new spaces, including pocket parks, where necessary.
- 2.1.15** Create a public realm plan that captures excess and underutilized right-of-way for environmental and community benefit.
- 2.1.16** Develop a facilities master plan for other community-serving civic buildings, including police stations, fire stations, and libraries, that aligns facility needs with future growth and land use recommendations.

Greenprint:

The Mid-South Regional Greenprint is designed to enhance livability and sustainability through a unified vision for a regional network of green spaces in the Mid-South. It is a 25 year plan to create 500 miles of greenway trails and 200 miles of bicycle paths across three states.



OBJECTIVE

2.2

Improve access and use of existing parks, green space, greenways, and open space

Recreational amenities such as parks, green spaces, and greenways provide necessary benefits to the physical and mental health of a city's residents and help to bring people from diverse backgrounds together. Not only do these places enrich lives of the citizens that use them, but they also help to alleviate blight and increase property values. According to the Mid-South Regional Greenprint, two key recommendations are the development of approximately 500 miles of greenways and trails throughout the region, with Memphis at the center of the network, and access to a park, trail, or green space within one-half mile of all City residents by 2040.

The Comprehensive Plan will focus its efforts on vibrant civic spaces to realize the goals of the Greenprint by ensuring that existing parks are well-maintained, accessible, and over time, become places of inspiration for future parks development. This will involve increasing access to parks through multiple transportation choices, as per recommendations in Goal 5: Connected Corridors and Communities, along with meeting needs of those with disabilities so that places of recreation can be visited by all. High quality programming and maintenance will encourage greater use of existing parks and greenways.

Memphis has approximately 9,150 acres of park lands, 4.7% of the City's total land area. Memphis and Shelby County have a large network

of regional recreational areas, yet only 57% of the population is within a 10-minute walk of a public park due to the limited number of smaller community parks.

Parks and green spaces are City assets where all can share in their beauty, regardless of socioeconomic status. Civic areas also spark regular interactions among neighbors and strangers as they visit these spaces. To increase usage, there must be visible access points to parks and greenways, along with increased maintenance to improve the overall quality of these facilities. This will involve completion of an inventory of accessibility points and prioritization of additional entries into existing parks and open space. Targeted strategic marketing campaigns and incorporating creative wayfinding and art can help to increase access and use of these public assets.



Photo credit: City of Memphis

ACTIONS

- 2.2.1 Create an inventory of parks access points and assess the equitable distribution and quality.
- 2.2.2 Analyze the suitability of access points to ensure visibility and accessibility of civic spaces.
- 2.2.3 Utilize marketing, wayfinding, and all forms of media to promote the benefits and use of open space infrastructure for recreational, community, and environmental benefits.
- 2.2.4 Create, fund, and execute pilot projects to address maintenance and safety issues in underused parks.

- 2.2.5 Plan and execute regular organized activities at pilot project sites to encourage greater use, demonstrate improvements, and catalyze additional improvements.
- 2.2.6 Continue activities and expand to new sites by securing necessary commitments, resources, and organizational capacity.
- 2.2.7 Prepare, update, and share plans for park improvements, maintenance, safety, and facility asset management.
- 2.2.8 Issue public notices when civic assets or facilities are being redesigned.

- 2.2.9 Incorporate standards compliant with the Americans with Disabilities Act (ADA) into planning for parks, greenways, and other public open spaces.
- 2.2.10 Assess park access and develop strategies to encourage connectivity between public space, bikes, and pedestrians
- 2.2.11 Collaborate with other organizations to fulfill park maintenance and beautification needs.

OBJECTIVE

2.3

Invest in civic space improvements that provide multiple community and environmental benefits

Memphis has approximately 9,150 acres of park lands, 4.7% of the City's total land area. Memphis and Shelby County have a large network of regional recreational areas, yet only 57% of the population is within a 10-minute walk of a public park due to the limited number of smaller community parks. This presents a large opportunity by combining vacant lots that can be creatively reused as public pocket parks for recreation, growth of food, or designated open space. These lots can be cared for easily by relying on the existing vegetation and only clearing trash and invasive species, thus becoming a source of civic pride. Utilizing native vegetation helps to preserve and restore natural ecosystems and can minimize the need for manicuring and lowers maintenance costs, especially if local organizations volunteer to maintain these areas.

Green infrastructure is an investment with multiple benefits such as minimizing and cleaning stormwater runoff, aiding in lower costs on infrastructure maintenance by mitigating flooding and erosion, purifying local air and benefitting those with asthma, and moderating the local climate while lessening the heat island effect. Incorporating

green infrastructure into existing civic spaces and along rights-of-way (for example, sidewalks) with future development of parks and buildings can ensure that these positive impacts are felt by all. By proper management of open spaces, either through conservation programs or reservation as rural landscapes, maintenance and preservation can be ensured which can increase the availability of recreational spaces for residents. This action will forego further single-family development on land that instead is designated for recreational purposes, and reuse of the open space will be defined on its proximity to an anchor and other local assets.



Photo credit: City of Memphis

ACTIONS

- 2.3.1** Invest in a high level of design, stewardship, and maintenance in public spaces to increase utilization.
- 2.3.2** Design parks to serve as gateways to a connected network of green infrastructure.
- 2.3.3** Establish and maintain links between park/open space and neighborhood anchors to ensure residents are within proximity to parks and trails.
- 2.3.4** Prioritize green infrastructure within new facilities and civic space design
- 2.3.5** Prioritize civic spaces that promote and grow additional benefits and programs in the community.

- 2.3.6** Invest in civic space improvements within anchor neighborhoods to support active social places.
- 2.3.7** Work to incorporate native plants into public parks and civic spaces to reduce maintenance costs and improve natural systems.
- 2.3.8** Seek opportunities to create interconnected open space networks by integrating pocket parks in high vacancy neighborhoods.
- 2.3.9** Integrate public art and cultural resources into development, design, and landscapes across the City.
- 2.3.10** Connect cultural resources, historic sites, and communities through greenways and trails.

- 2.3.11** Strategically improve public ROW within anchors and along major corridors as vibrant, civic spaces.
- 2.3.12** Ensure a proper transition to rural land use on the urban fringe by aggregating land into open space while eliminating blight.
- 2.3.13** Partner with local community organizations to maintain and manage open space assets.
- 2.3.14** Prioritize a suitability analysis to determine City lands that can utilize the Conservation Reserve Program.
- 2.3.15** Transition passive park space to ecologically productive uses such as reforestation or restoration of native vegetation.

OBJECTIVE

2.4

Create productive community assets from underutilized land

Land is an asset and the City should collectively treat it as such. Actions within this objective aim to create community-supported productive assets out of vacant land. The City of Memphis has roughly 56 square miles of vacant land (excluding open space), 20% of which is publicly-owned. This includes land that is suitable for future development and land in which the feasibility of residential or commercial development is unlikely in the midterm (5 to 10 years).

Land that is currently underutilized may include vacant land where private development has not occurred, land within or adjacent to the flood plain, vacant industrial land with known or perceived contaminants, and land that is largely surrounded by other vacant land and that is not near any existing development or activity. Often, vacant land will be found in neighborhoods where the number of households are shrinking over time, and therefore, it is imperative to understand the context and opportunity for reinvestment when determining alternate uses to vacant land.

The transitional land use designation was created to support zoning and regulation changes that could return long-standing vacant land to a productive use that creates city and community assets. Transitional areas have very high occurrences of vacancy and a higher share of County

or City-owned tax sale properties. These areas have been impacted by excessive vacancy resulting from demolition, environmental, and natural hazards, conditions that make new investment and development difficult. Prior to the completion of the Comprehensive Plan, the City has not had a strategy to address vacant land.

Together, the transitional land use framework and vacant lot activation toolkit provides direction on creating productive assets from land that is void of development. Through this toolkit and community guidance, alternative uses of vacant land can support community desires or provide an interim asset until the real estate market can support housing, commercial, or mixed-use development.

The plan recommends strategically addressing vacancy and creating community assets by applying the Vacant Lot Activation Toolkit. The toolkit provides guidance on future uses for vacant lots based on future land use, their surroundings, and community desire and need. The toolkit makes no assumptions on average lot size or ownership of the vacant parcel; these solutions can be applied if land is publicly or privately owned, but the acquisition process may be different based on ownership.

ACTIONS

- 2.4.1 Outside of anchor neighborhoods, consider transitional land uses for vacant properties following the Vacant Lot Activation Toolkit.
- 2.4.2 For residential areas experiencing high rates of vacancy (greater than 20%) and adjacent to health or environmental hazards, develop transitional land use plans pursuant to community guidance.
- 2.4.3 In transitional areas, focus land use recommendations on increased greening and creation of open spaces, environmental remediation, hazard protection, and stewardship.

- 2.4.4 Apply nature lots and flood lots as transitional uses at community edges, particularly where communities border health or environmental hazards or buffering land use incompatible with residential uses.
- 2.4.5 Identify opportunities to apply flood lots throughout communities to address persistent stormwater issues.
- 2.4.6 Generally focus location of community lot transitional uses (intended as small parks, gardens, or farms) closer to existing community uses (such as parks, schools, community centers, or other public uses), but act pursuant to community guidance.

- 2.4.7 Decrease barriers that impede the creation of community lots that include access and fees to water sources.
- 2.4.8 Within transitional land use areas, work to identify and convert underutilized properties into open space, green infrastructure, public parks, wildlife habitat restoration areas, and corridors.

ACTIONS (CONTINUED)

- 2.4.9** Within transitional industrial areas, assess brownfields and other vacant properties for appropriate reuse, including alternative energy sources, phytoremediation, buffer zones and green infrastructure, and low-impact development.
- 2.4.10** Within transitional land use areas, create a simple process offering incentives for the acquisition and reuse of abandoned/tax-delinquent properties for public or open space.
- 2.4.11** Within transitional commercial areas and underutilized properties, transform impervious surfaces and unused parking areas into open space and green infrastructure.
- 2.4.12** Make use of underutilized open space at parks and community centers for green infrastructure.
- 2.4.13** Identify and convert underutilized parks into wildlife and habitat restoration areas and corridors.



Photo credit: City of Memphis



Photo credit: City of Memphis



Investment Focus
**Putting Our Natural Assets
To Work For Livability And
Economic Vitality**

The Memphis Riverfront Concept lays out a series of connected investments in five park districts along six miles of Memphis' waterfront. Investment in executing the concept begins in the core with River Garden and River Line both opened in November 2018. The remediation of the historic cobblestone landing will begin in 2019 along with the crucial centerpiece, Tom Lee Park. The park will be transformed from a feature-less mono-scape to a vibrant and dynamic civic space that fosters positive encounters and pride, restores natural ecology and better connects the city to the river. The new Tom Lee Park is anticipated to open in late 2020.



Tom Lee Park



Greenbelt



Mud Island



Fourth Bluff



MLK/Riverside Park





Investment Focus

**Putting Our Natural Assets To Work
For Livability And Economic Vitality**

Green Connections. The Wolf River Corridor is full of opportunity with the completion of the Wolf River Greenway. Leveraging natural amenities for active uses is a catalyst for change and prosperity within surrounding neighborhoods. The corridor can link the surrounding communities that have been disconnected from each other for much too long. Connecting city anchors with the amenities along this corridor can help expand regional greenspace amenities and reach a point where growth is possible within the local neighborhood and across the City.

Kilowatt Lake. Refurbish Kilowatt Lake and adjoining water bodies into active public spaces that spur adjacent development.



Memphis Harbor The Wolf River Corridor makes vital connections to a new and improved harbor and riverfront and extends new outdoor activity into the City.

Connections. Bring anchors and community into a relationship with our natural amenities for development, access to green space, and public health.



Anchors. Anchors that are near major natural amenities could see increased visits from citizens and higher rates of foot traffic.



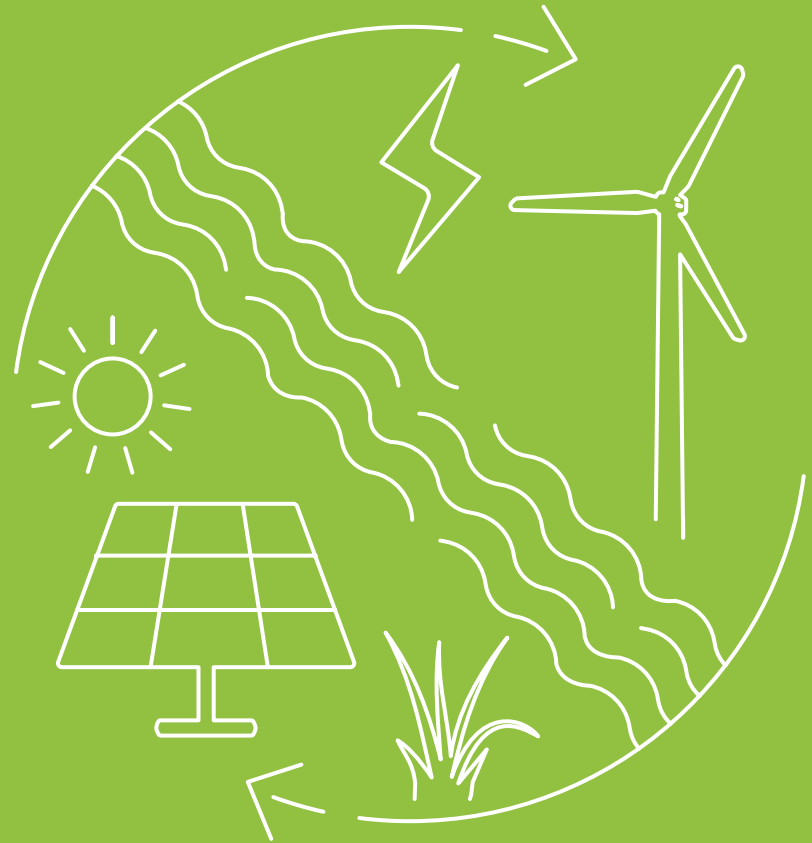
Education. Boardwalks and trails into underutilized natural open space can bring many educational and public health benefits.

- Anchors
- Greenprint Connections
- Secondary Connections
- Parks
- Lake Development



Floodable Parks. Creating parks that can be flooded provides ecosystem services and cuts down on maintenance while providing amenities on underutilized land. These kinds of designs are underway in Rodney Baber Park in Frayser and John F. Kennedy Park in Raleigh as a part of the National Disaster Resilience Grant.





Goal 3

SUSTAINABLE AND RESILIENT COMMUNITIES

Efforts to improve efficiency and reduce the impact of climate change are essential for Memphis. Many communities and households in Memphis are adversely affected by air and water quality issues, energy inefficient housing, stormwater and river flooding, and extreme heat. These issues will only worsen with a changing climate without action taken. The goal of Sustainable and Resilient Communities seeks to reduce our climate impact by addressing the health of environmental systems, energy efficiency and renewable energy, green stormwater approaches, waste management and reuse, and improving the City's ability to protect communities and people from impact of future natural disasters made worse by climate change. This goal is also supported by a Climate Action Plan and Regional Resilience Master Plan.

OBJECTIVE

3.1

Improve health of environmental systems

Growth and development have a substantial impact on the environmental systems that sustain a healthy, viable City. In Memphis, a history of low-density growth has resulted in development of sensitive land and habitat which in turn impacts water resources, air quality, and public health and safety. Improving the health of environmental systems is an important piece of fulfilling our vision around valuing land as an asset, connecting communities, and providing opportunity and equitable outcomes for all residents.

Memphis is a place with rich, natural assets defined primarily by its river system. The Mississippi River and its tributaries, the Wolf River, the Loosahatchie River, and Nonconnah Creek, are the framework for the natural landscape and the City's form. These watersheds support wildlife habitat, supply drinking water, and provide recreational opportunities. Protecting sensitive lands in these watersheds is especially critical to the quality of our drinking water, which is supplied by the abundant Memphis Aquifer. Protecting this critical resource is of paramount importance for the future of the City.

Surface water resources, such as rivers and streams, and their surrounding habitat play an important role in aquifer recharge and potential pollution of groundwater. Developing regional protections for this sensitive habitat, prioritizing low impact development, and investing in research and monitoring will be key to improving surface

water quality and maintaining groundwater quality.

The Memphis 3.0 vision of Build Up, Not Out will also have beneficial air quality impacts. By encouraging land use patterns that bring people and destinations closer together, the plan aims to make walking, biking, and transit more viable transportation modes. Reducing the number of trips that require a vehicle means lower emissions and better air quality.

While improving the quality of environmental systems benefits the entire City and region, it can have a considerable positive impact on low-income and underserved communities. These communities are often the most vulnerable to environmental pollution and climate risks such as flooding. Taking steps to be wise stewards of natural resources and repairing past damage can help fulfill the City's guiding value as a place of equity and opportunity.



Photo credit: David Roseberry

ACTIONS

- 3.1.1** Allow the transfer of development rights to promote environmental protection and prevent sprawl.
- 3.1.2** Encourage compact and infill development to reduce sprawl, limit the expansion of impervious cover, lower vehicle miles traveled, and increase the viability of active transportation, such as walking and biking, and improve air quality.
- 3.1.3** Reduce the carbon footprint of the City and its residents by implementing the Memphis Area Climate Action Plan.

- 3.1.4** Encourage green roofs for water retention, energy use reduction, and mitigation of urban heat island effect.
- 3.1.5** Enhance riparian planting and design strategies for soil stability, bioremediation, ecological function, public access, and aesthetic value.
- 3.1.6** Incorporate site resilience factors into zoning and development approvals.
- 3.1.7** Update the stormwater master plan to align with Comprehensive Plan principles and have it adopted by reference in the UDC.

- 3.1.8** Protect, preserve, and enhance precious surface water and groundwater resources, with special focus on the Memphis and Fort Pillow aquifers.
- 3.1.9** Create a water authority to direct information gathering, education, and assessment related to surface water and groundwater water quality and quantity.
- 3.1.10** Protect critical watershed assets with specific emphasis on aquifer recharge areas and wetlands.

ACTIONS (CONTINUED)

- 3.1.11** Establish and staff an urban forestry program that works with the City's Tree Board and private and public partners to promote the health and increase of the urban tree canopy.
- 3.1.12** Promote establishment of tree canopy beginning with the Memphis Regional Tree Canopy Assessment's identified priority planting areas.
- 3.1.13** Direct new development away from the floodplain and discourage expansion of existing development in the floodplain in order to reduce flooding impacts and protect riparian ecosystems.
- 3.1.14** Plan for and encourage the adoption of cleaner, more fuel-efficient alternative fuel and electric vehicles in order to reduce emissions and improve air quality.
- 3.1.15** Create controls to prevent landscape irrigation systems from wasting water or excessively producing runoff.
- 3.1.16** Encourage the conversion of private well abandonment to monitoring wells through the Shelby County Health Department for use in countywide groundwater level surveys.
- 3.1.17** Develop a set of realistic strategies to being removing impaired streams from the State's 303d list.





Expanding Smart Grid Solutions for Climate Resilience

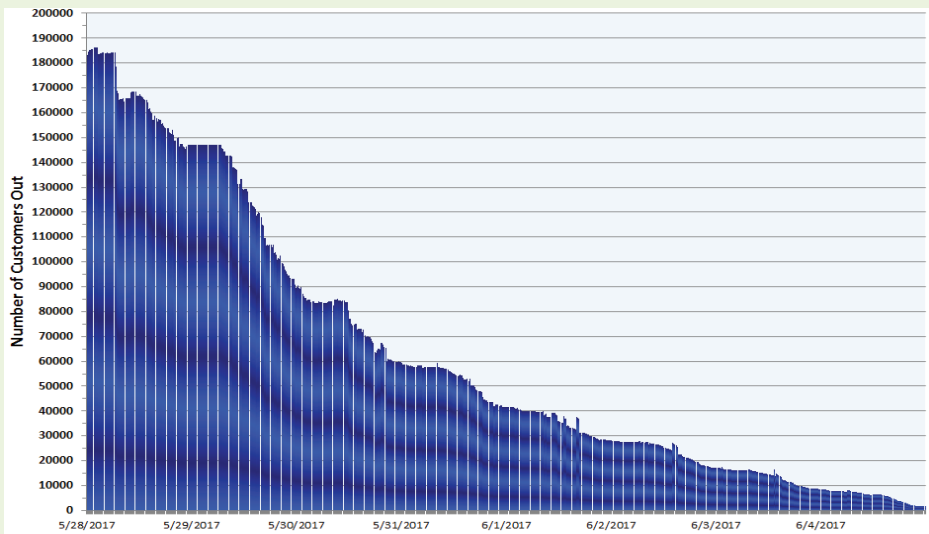
Smart grid technologies and associated electrical infrastructure offer a valuable opportunity to invest in long term resilience efforts in the Memphis and Shelby County region. Installation of smart grid automated distribution switches will vastly improve the capacity to mitigate damage from future storm events, averting the costs and resources otherwise required to respond and recovery from severe weather. These devices provide better operational flexibility than traditional switches in that they do not require a crew member to manually operate them after physically locating the utility damage. Fault location, isolation, and power rerouting can be done remotely or potentially completely automated by programming the switches themselves. This process utilizing automated distribution reduces outage duration by approximately 40% and represents a valuable opportunity for long-term investment. Smart grid technology includes a broad range of technologies and solutions that help address losses from recurring severe weather events such as straight-line winds and thunderstorms.

Burying power lines underground on a limited scale is another project that will enhance community resilience and limit power outages resulting from downed trees. Although considered prohibitively expensive when considered Citywide, undergrounding can offer benefits in key areas to not only preserve the power grid but support

climate change mitigation and cost savings from decreased pruning requirements.

The “Tom Lee” Storm on May 27, 2017 involved a line of severe thunderstorms and high impact straight line winds estimated at over 100 mph, toppling the Tom Lee obelisk in downtown Memphis and becoming the namesake of this federally declared disaster. Widespread damage to power lines and structures rated the storm at the 3rd highest for number of customers at 219,140 out of power and amounted to 889,556 customer hours off. Declaration FEMA-4320-DR estimated over \$30 million in damage to 12 counties in the surrounding areas, including Shelby County, and cited damage to utilities as the primary contributor to that figure.

Investments in power grid technologies can help ameliorate this significant cost burden to both private and public sectors, and vastly improve the resilience and capacity to minimize damaging storm impacts. The revenue losses from business closures are notable during events of this magnitude, the costs of which investments to minimize power outage duration will improve the socio-economic resilience of the region.



Tom Lee Storm. Number of customers in MLGW service area without power following the May 27, 2017 storms through the event recovery duration.

OBJECTIVE

3.2

Prioritize energy efficiency and clean, renewable energy resources

Fulfilling the goal of a sustainable and resilient city should involve strategies to reduce our carbon footprint. The energy used to power buildings is a major source of greenhouse gas (GHG) emissions and contributes to climate change. Like many cities over the past decade, Memphis has begun to take local action on this global issue. In 2015, the City of Memphis signed on to the Global Covenant of Mayors for Climate and Energy, a commitment of city leaders across the world to tackle climate change by reducing GHG emissions and enhancing resilience and adaptation in their communities. As part of this commitment, the City agreed to inventory community-wide GHG emissions, establish reduction targets, and complete a Climate Action Plan that develops strategies for achieving these goals.

A 2016 GHG inventory, completed as part of the Memphis Area Climate Action Plan, shows that 46% of the community's emissions come from energy use in buildings. This inventory takes into account the sources of energy as well as the amount of energy consumed. Prioritizing energy efficiency and use of clean, renewable energy sources can help the City meet climate action goals and foster a more prosperous, healthy, and equitable city.

Energy efficiency is an important equity issue in Memphis. A 2016 report from the American Council for an Energy-Efficient Economy (ACEEE) showed that Memphis is the most energy-burdened metro area in the country. Energy burden refers to the percentage of household income paid to energy costs. Low-income households in Memphis are

particularly energy-burdened. The average Memphis household uses 6% of its annual income on energy, while the average low-income household in Memphis uses almost 13% of annual income on energy. In addition to efforts that improve building energy efficiency, particular attention should be given to increasing low-income housing energy efficiency to achieve climate action and equity goals.

The City should also work to transform the energy supply by increasing the use of clean, renewable resources. The Tennessee Valley Authority (TVA) supplies electricity to the local utility, MLGW. Over the last several years, TVA has taken steps reduce their reliance on fossil fuels and increase the share of carbon-free sources in their energy mix such as nuclear, hydroelectric, and renewable solar and wind. However, only 3% of TVA's energy mix comes from renewable sources. To make substantial progress on climate action goals and improve the health of our community, it will be important to implement actions, create partnerships, and make investments that support renewable energy generation on the regional and local level.



Photo: Office of Sustainability, Shelby County

ACTIONS

3.2.1 Adopt the most recent model building and energy codes for new residential and commercial buildings and explore the adoption of codes with higher standards to reduce energy consumption and promote energy efficiency in the building sector.

3.2.2 Develop a comprehensive strategy to assist homeowners and renters experiencing high energy burdens and set targets for reducing the number of households - particularly low-income households - that pay a large percentage of their incomes to utility costs.

3.2.3 Encourage the local utility, MLGW, to be a leader in clean energy sources.

3.2.4 Explore the feasibility of an energy audit requirement for new and existing home sales.

3.2.5 Integrate energy efficiency and renewable energy standards into City-based economic development incentives.

3.2.6 Create a public/private and multi-city coalition to advocate for the creation of property assessed clean energy (PACE) laws in Tennessee for commercial projects.

ACTIONS (CONTINUED)

3.2.7 Subsidize green building retrofits for businesses and homeowners.

3.2.8 Test pilot projects for community-based ownership models of energy and water systems.

3.2.9 Work with MLGW to give economic incentives to homeowners to replace inefficient appliances, including air conditioners, refrigerators, clothes washers, and freezers.

3.2.10 Identify receptive neighborhoods and implement a "Memphis Energy Challenge" to incentivize energy efficiency among residents.

3.2.11 Find additional funding sources to increase the number of low-income homeowners who can receive no-cost energy efficiency improvements through local organizations.

3.2.12 Find additional funding sources to increase the number of low-income homeowners who can receive no-cost energy efficiency improvements through local organizations.

3.2.13 Encourage cool roofs in urban parts of the City to increase cooling efficiency for buildings and to decrease the urban heat island effect.

3.2.14 Require new municipal buildings to meet LEED Silver requirements.

3.2.15 Retrofit existing streetlights to LED.

3.2.16 Commit to purchasing or producing a portion of City electricity needs from renewable sources.

3.2.17 Work with TVA, MLGW, and other partners to shift the electricity generation mix toward more renewable energy sources and fewer fossil fuels.

3.2.18 Optimize waste to energy anaerobic digestion systems to improve methane capture and energy generation.

3.2.19 Work with MLGW, landlords, renters, and community partners to publicize and enforce the Energy Efficiency Rental Ordinance.

3.2.20 Plan for and encourage the adoption of cleaner, more fuel efficient or alternative fuel vehicles, such as electric vehicles, to reduce emissions and improve air quality.

3.2.21 Where feasible, encourage the development of charging infrastructure on city-owned properties.



Photo: Spotlight Productions

OBJECTIVE

3.3

Expand use and protection of natural landscapes and green infrastructure

Reconsidering a city’s growth patterns can have significant impacts on critical natural resources. Historically, most urbanized areas have been defined by gray infrastructure, such as roadways, piped stormwater and wastewater systems, and water treatment plants. More recently there has been a growing recognition of the importance of enhancing green infrastructure in cities. Green infrastructure can generally mean the natural systems in an urbanized area, such as creeks and rivers, open space, and green space. The term also refers to an approach to development that replicates and better incorporates natural systems into the stormwater management process. At the site development level, green infrastructure techniques and Low Impact Development (LID) are aimed at reducing impervious surface and deploying natural processes to filter and/or retain stormwater runoff, improve water quality, and reduce stormwater runoff and potential flooding.

While Memphis’ physical development has emphasized gray infrastructure, recent planning efforts, particularly the Mid-South Regional Greenprint and Sustainability Plan, demonstrate a shift toward encouraging green infrastructure in development, land use, and quality of life considerations. The Greenprint thinks about green infrastructure on both the system level and the neighborhood and site level. The Plan’s main recommendation, an interconnected network of parks, trails, and green spaces, serves as the foundation for how the City can better

design with, and not against natural systems. In addition to the environmental benefits, this green infrastructure-centered approach is a springboard for better connecting communities, increasing access to green space and natural areas, improving public health, and reducing social and economic disparities.

To achieve the goal of protecting natural landscapes and promoting green infrastructure in Memphis, this section outlines actions focused on improving development standards, encouraging Low Impact Development (LID) measures, making strategic investments in sites that can have a regional impact on flooding and water quality, designing new approaches to integrating green stormwater management into existing areas, and developing effective educational and outreach programs. Implementation of green infrastructure and improved stormwater management practices should align with other important community goals related to increasing density and encouraging infill development.



Photo credit: City of Memphis

ACTIONS

- 3.3.1** Create development standards that address extreme weather events and climate hazards, heat island effect, and stormwater runoff quality and quantity.
- 3.3.2** Develop a stormwater best management practices (BMPs) guide to implement green stormwater management solutions on a watershed scale.
- 3.3.3** Implement Low Impact Development (LID) measures in order to manage stormwater without sacrificing density.

- 3.3.4** Identify existing parks and trails that could be modified and maintained to provide flood mitigation value.
- 3.3.5** Create large-scale water detention areas to mitigate downstream flooding in a manner that does not impede urban level density in anchor areas.
- 3.3.6** Integrate green stormwater infrastructure in street design and in areas of the City with older era of development to reduce sewer infiltration and inflow issues and the need for onsite stormwater detention.

- 3.3.7** Develop educational programs for the building industry regarding best practices for green infrastructure and stormwater management.
- 3.3.8** Require land development within the Memphis aquifer recharge area to mitigate infiltration reduction by minimizing loss of quantity and quality.



OBJECTIVE

3.4

Expand sustainable approaches to material and waste management and reuse

The amount of goods and materials consumed as well as the systems in place to reuse or dispose of these materials have a major impact on environmental health, greenhouse gas (GHG) emissions, and quality of life. Based on Memphis’ 2016 GHG inventory, emissions from waste disposed in landfills and wastewater treatment practices account for 12% of total community-wide emissions. While this is a much smaller share than emissions from energy and transportation systems, reducing waste and reusing materials can play an important role in achieving sustainability goals and creating economic development opportunities.

Over the last several decades, Memphis has made progress towards reducing the amount of waste sent to landfills. The City offers single-stream curbside recycling service for single-family residences and has recently seen an uptick in recycling collections with the introduction of larger 96-gallon carts in tandem with educational campaigns designed to increase participation and prevent contamination. Despite these efforts, recyclable materials still make up a very small percentage of total waste collections. In addition, 40% of waste collection in Memphis is carried out by private companies that handle multifamily residential, commercial, industrial, and some single-family residential waste. Data on how much of this privately-hauled waste is recycled is not available, but it is likely that the vast majority is sent to landfills. Pick-up of food waste for composting is not yet offered, though the City does pick up yard waste and trimmings and manages a composting facility where some of these materials are turned into mulch. Illegal dumping, especially

of tires, is also a major issue in Memphis. While government, nonprofits, and community organizations have worked to address illegal dumping, the scope of the problem will require the development of markets/programs for material reuse as well as comprehensive educational efforts to promote a cultural shift in our approach to waste.

To achieve sustainability goals, more must be done to reduce waste and move toward a zero-waste future. One of the first actions recommended is to work with regional partners to develop a solid waste master plan. This plan should include high quality data about the types and amount of waste generated in our region, provide a long-range vision for a zero-waste future, outline clear goals and objectives, and develop short, medium, and long-term actions for achieving these goals. As part of the zero-waste vision, it will be important to think comprehensively about how to reduce landfill waste, from reducing consumption to encouraging circular waste economies to developing more methods and markets for material reuse, as well as increasing awareness and collaboration community-wide.



Photo: Spotlight Productions

ACTIONS

- 3.4.1 Work with Shelby County and other municipalities to develop a long-term regional solid waste management plan that supports a vision of zero waste.
- 3.4.2 Incentivize material reuse.
- 3.4.3 Increase public education programming around sustainable approaches to material and waste management and reuse.

- 3.4.4 Develop a Citywide Zero Waste strategy within the framework of regional solid waste management efforts.
- 3.4.5 Require a portion of materials to be recycled or reused on PILOT or TIF projects that include demolition.
- 3.4.6 Increase landfill fees and encourage separation of waste demolition materials.

- 3.4.7 Encourage recycling of all building materials by providing recycling incentives for demolition and construction.
- 3.4.8: Require recycling of fallen trees and material from damaged or collapsed structures whenever feasible.
- 3.4.9: Enhance and maintain the Citywide network of drainage conveyance infrastructure.

ACTIONS (CONTINUED)

- 3.4.10:** Incentivize recycling to reduce paper and cardboard waste in landfills.
- 3.4.11:** Increase the City's capacity to divert and process food, yard, and wood waste for productive use.
- 3.4.12:** Incentivize construction projects to utilize repurposed materials.
- 3.4.13:** Identify circular waste economies in Memphis and provide information to potential users.
- 3.4.14:** Find alternate uses for waste tires (such as tires to trails, playground surfacing).
- 3.4.15:** Identify value chain options for mulch, leaf litter, and yard trimmings.
- 3.4.16:** Target efforts to reduce solid waste generation from large commercial, institutional, and industrial entities.

OBJECTIVE

3.5

Protect life, property, infrastructure, and environment from disaster events

Addressing the serious nature of disaster events through prevention, development standards, and mitigation is a priority for Memphis to advance toward becoming a resilient City. The City is prone to a multitude of disaster events, such as flooding, extreme heat and weather events, and earthquakes. It is imperative to prevent disaster events whenever possible and mitigate when they occur, but especially in areas where the most vulnerable communities are.

The location of Memphis on the Mississippi River and its major tributaries in the area makes the City susceptible to flooding events. In recent years, high precipitation incidents have occurred and resulted in severe flooding. These events are expected to happen more frequently in the future and the severity and frequency of flooding events will likely increase. A sizable portion of the City is within a floodplain and development does exist within some of the floodplain areas. Prevention measures and action plans are central to reducing and repairing the damage done by floods. Participating in programs that lower flooding insurance rates and infrastructure upgrades to prevent flooding is critical in the most vulnerable neighborhoods as a flooding event would have the most detriment to economic impact and quality of life.

Memphis is located on the New Madrid Seismic Zone, making the City prone to earthquakes. The United States Geological Survey predicts there is a 25 to 40 percent chance of 6.0 magnitude earthquake occurring in the next 50 years in Memphis. An event of this type could cause loss of life and damage to buildings and infrastructure.

Measures such as retrofitting civic buildings, designating more shelter locations, and public education will help to reduce the impact of an earthquake. Preventive measures like tree maintenance programs can reduce the likelihood of power outages and fallen branches. Also, storm shelters and heating and cooling centers must be accessible for all those that need them when these events arise.

Extreme heat events in Memphis are likely to increase as climate change predictions indicate more frequent heat advisory days in the Southeast region of the United States. Ensuring that energy efficient programming and education on heat stroke prevention can help the City maintain a more stable population that is able to resist drastic negative impacts to public health and City infrastructure due to severe heat events.

To become a truly resilient city, prevention and mitigation will ensure the City and its residents are protected and recover in a timely manner if a disaster event occurs. It is critical prevention and mitigation is prioritized in vulnerable Memphis communities.



Photo: David Roseberry

ACTIONS

- 3.5.1 Modify tree and vegetation maintenance programs to minimize falling branches that may cause power outages.
- 3.5.2 Increase street tree planting to offset urban heat island effect.
- 3.5.3 Retrofit critical civic buildings to be earthquake resilient.
- 3.5.4 Ensure that critical civic buildings are accessible during flood events and have backup power, waste and water systems, and emergency shelter space.

- 3.5.5 Prioritize resilience investments in the City's most vulnerable communities.
- 3.5.6 Ensure that each part of the City is adequately served with emergency service facilities, storm shelters, safe rooms, and heating/cooling centers.
- 3.5.7 Participate in the National Flood Insurance Program (NFIP) Community Rating System to lower flood insurance rates.

- 3.5.8 Reduce flood and scour risks through selective stream dredging and de-channelization.
- 3.5.9 Regrade river banks for stabilization and flood mitigation.
- 3.5.10: Selectively construct berms, gates, floodwalls, and other hard infrastructure to protect vulnerable neighborhoods from river flooding.

ACTIONS (CONTINUED)

3.5.11: Implement building-scale flood mitigation techniques, including key systems, acquiring temporary flood barriers, and installing non-return plumbing valves.

3.5.12: Adopt floodplain development regulations that exceed the minimum requirements of the National Flood Insurance Program (NFIP).

3.5.13: Selectively bury overhead electrical wires and require in-ground utilities in new subdivisions to reduce power disruptions due to wind and winter weather.

3.5.14: Implement a voluntary buyout program for damaged properties that have suffered from repetitive loss and/or are located on sites with high flood mitigation potential.

3.5.15: Implement a smart grid with distributed automation switches to mitigate and contain future power outages.

3.5.16: Prototype rapid, temporary post-disaster housing solutions and probable setup locations.

3.5.17: Maintain up-to-date resilience data that include key assets, affected systems, threat information, and future climate projections.

3.5.18: Create a public information campaign and one-stop-shop for resilience-related information and resources.

3.5.19: Fund additional resources for post-storm, snow and ice renewal.

3.5.20: Align job training programs with resilience-related workforce needs.

3.5.21: Pre-fund disaster mitigation and recovery through private capital markets.

3.5.22: Provide seismic resilient design guidelines for new development.

3.5.23: Require Environmental Impact Studies for land development/redevelopment to investigate the impact to the Memphis aquifer through aquitard breaches or unconfinement.

3.5.24: Disallow building in floodplains that are susceptible to liquefaction.

CONNECTIVITY



Goal 4

HIGH PERFORMING INFRASTRUCTURE

The future growth of the City is dependent largely on the quality and availability of infrastructure. Focusing new growth, development, and density in and around community and Citywide Anchors depends on the backbone of infrastructure to not only serve growth, but allow growth to be designed in a manner consistent with desired community character. The goal of High Performing Infrastructure seeks to direct provision of infrastructure through actions that not only ensure capacity and safety but are respectful of surrounding land use and development character to promote mixed-use, dense, transit-served, and walkable communities. The goal of High Performing Infrastructure also seeks to provide guidance for how infrastructure is shaped in continuous pursuit of these goals even as the technology of City systems evolve.

OBJECTIVE

4.1

Promote roadway and streetscape design based on surrounding context

The creation of a new streets plan is recommended by the plan to make clear City guidance for street design, capacity, and function aligned with and supported by recommended land use to support efficient and connected development. Once the Streets Plan is complete, the City should adopt it as a replacement of the City's Major Road Plan. This unified streets plan will combine the Complete Streets Delivery Manual and Roadway Regulatory Plan, provide guidance for the Memphis MPO's Regional Transportation Plan, and establish a single reference on the public right-of-way for the Unified Development Code. The streets plan will thus become a design guide for roadway improvements, whether state, regional, local, or private. The proposed designs are based on the three-roadway regulatory plan street classes - thoroughfare, connector, and neighborhood - and provide recommended cross-sections based on street type and the land use around it (see Typology table, below). To support efficient and appropriate street improvements, the City will develop standard detail sheets that will be made publicly available for project delivery.

The street types in this plan illustrate recommended typical sections for roads based on the surrounding context and should improve the coordination of land use and transportation project review procedures. It addresses all streets, from high volume avenues to low-speed neighborhood streets and provides guidelines for bicycle and pedestrian facilities. Typical sections consider the land use and the roadway width to determine possible design modifications. Street types recommend that traffic flow is sensitive to the types of adjacent development while

also advancing the use of transit, bicycles, and shared mobility.

The Streets Plan should encourage consistent, quality-designed streets. The City will accomplish this by creating an interdepartmental design team that includes engineers, public works, and planners who collaboratively review development plans to ensure conformance to the plan and efficiency for the developer. As development occurs and streets are improved, new improvements should conform to the Streets Plan once it is developed. Streets are the City's largest area of public space, and these shared assets should be attractive, uniform with the plan, and well-designed to accommodate the community's variety of transportation and connectivity needs.



Photo: Connor Ryan

FUNCTIONAL CLASS	Street Typology		
	Thoroughfare	Connector	Neighborhood Street
Arterial			
Collector			
Local			

TYPOLOGY RELATED TO MEMPHIS ROADWAY REGULATORY PLAN CLASSIFICATION

Place Type	Alley	Rural	Local	Shared	Avenue	Boulevard	Main	Transit Mall	Parkway	Industrial/ Freight
Thoroughfare										
Connector										
Neighborhood										

ACTIONS

- 4.1.1** Combine the design and policy elements from the Complete Streets Project Delivery Manual and Roadway Regulatory Plan with the Comprehensive Plan's street typology to develop into a new streets plan.

4.1.2 Ensure application of street types are made in conformance with anchors and future land use plan.

4.1.3 Follow the order of considerations for travel mode recommended in the Complete Streets Project Delivery Manual.

4.1.4 Ensure mode prioritization is selected relative to land use and street context.

4.1.5 Relate street typologies with functional classification.

4.1.6 Adopt the streets plan as an update to the City's Major Roads Plan.

4.1.7 Ensure the City Streets Plan and related policies are referenced in the Regional Transportation Plan and related multimodal, safety, mobility plans of the Metropolitan Planning Organization (MPO).

4.1.8 Develop engineering and design standards manual to aid developers and staff from Division of Planning and Development and Division of Engineering in the application of the streets plan.
- 4.1.9** Implement interagency plan review process involving staff from Division of Planning and Development and Division of Engineering to ensure street design consistent with the Comprehensive Plan, streets plan, and Unified Development Code.

4.1.10 Ensure street design standards integrate transit, pedestrian, and shared mobility facilities, where appropriate.

4.1.11 Improve coordination in planning, design, and implementation of infrastructure and utility improvements.

4.1.12 Revise the Unified Development Code to reference the adopted City streets plan, as appropriate.

4.1.13 Establish a banking system to allow developers the option to pay fair market value of recommended roadway improvements to ensure implementation of the streets plan.

4.1.14 Promote human-scaled streets and streetscapes that accommodate pedestrians, bicycles, transit, and automobiles in areas of higher density.

4.1.15 Within anchors and anchor neighborhoods, balance needs of pedestrians, bicyclists, transit, and automobiles to support surrounding land use.

4.1.16 Encourage frequent and varied connective routes for pedestrians and bicyclists between anchor neighborhoods and anchors.
- 4.1.17** Establish uniform standards by street type for spacing and selection of street trees.

4.1.18 Ensure street and streetscape design promotes context sensitivity and allows for incremental implementation and deviation as necessary to maintain compliance with federal, state, and local guidelines and approvals.

4.1.19 Explore tactical urbanism pilot projects in key anchors that can become more permanent improvements over time.

4.1.20 Develop communications materials on multiple platforms and conduct ongoing public outreach and education on the values, benefits, and standards associated with conformance to the streets plan.

4.1.21 Encourage the use of alleys in new infill development and to discourage front-loading garages.

4.1.22 Construct new streets or pathways to increase connectivity within large sites.

4.1.23 Allow deviations from typical sections to align with surrounding land use context, existing conditions, and traffic volume.

4.1.23 Allow deviations from typical sections for new and innovative design concepts, as appropriate.

4.1.24 Prioritize street design quality and enforcement along key gateways and corridors, including interstates and limited access roadways.

OBJECTIVE

4.2

Promote safe movement of people and vehicles across all modes of travel

Connectivity across the City for all needs, such as employment access, commerce and movement of freight and goods, and daily individual needs, is critical to supporting the future growth of Memphis. But careful attention should be paid to ensure streets are safe for movement of people across all modes of travel. In many cases, streets have been developed based on providing the fastest, most direct route without proper attention to the safety of other users. In recent years, the City has transitioned to developing streets that incorporate safety for the most vulnerable users. This way of thinking began with the 2013 Executive Order of the Complete Streets Policy and continues across many activities, including the Streets Plan. Through this document, the City continues to strengthen policies that encourage the safe development and design of streets. Other future transportation plans such as the regional freight plan, bike and pedestrian plan, and shared mobility plan should work with the MPO to ensure that the recommendations of the Comprehensive Plan and the Streets Plan are referenced and incorporated.

Memphis is a major freight city that has five Class I railroads and parts of Interstates 40, 55, and 69. To promote safety and support the City's economy and role in the global supply chain, the City and its partners should ensure that design standards balance movement and flow of goods and freight needs with the safety of people.

Memphis is the 11th most dangerous city for pedestrians, according to the report by Smart Growth America, "Dangerous by Design." By

adopting a local Vision Zero goal, the City can set its aspirations toward no traffic fatalities with specific and actionable policies.

In industrial areas, safety measures should be taken to protect motorists and pedestrians alike. The introduction of landscaped medians and other vegetation in industrial areas should not reduce line of sight for freight vehicles. In areas with a predominance of commercial and residential land uses, smaller street blocks should be encouraged to promote safety across all modes. Smaller blocks can disperse traffic, increase pedestrian safety by establishing pedestrian crossings, and allow the prioritization of various modes of transportation on different streets. In anchor neighborhoods or areas with wide streets and low traffic volumes, road diets can be considered to safely accommodate cycling, walking, and transit. As the pavement for automobile traffic is decreased, excess pavement can be used for on-street parking, dedicated bus lanes, bike and pedestrian infrastructure, and more. Recommended actions encourage safer speeds based on surrounding context as a function of street design as opposed to regulation.



Photo: City of Memphis

ACTIONS

- 4.2.1** Adopt a comprehensive Vision Zero goal and action plan to eliminate traffic fatalities and increase safe, healthy, and equitable mobility for all.
- 4.2.2** Prioritize pedestrian and bicycle improvements within anchors and anchor neighborhoods, starting with accelerate anchors.

- 4.2.3** Consider multimodal level of service when designing streets for pedestrian and bicycle use.
- 4.2.4** Coordinate and expand safety and enforcement programs to promote active transportation.

- 4.2.5** Leverage the redevelopment of large parcels within anchors and anchor neighborhoods to increase connectivity through the creation of new streets and/or connective routes.
- 4.2.7** When redesigning streets in anchors and anchor neighborhoods where pedestrians and bicycles are present, prioritize multimodal travel to reduce vehicle speeds and ensure surrounding land use is supported.

ACTIONS (CONTINUED)

- 4.2.8**

Work with the Metropolitan Planning Organization (MPO) to implement the recommendations of the Greater Memphis Regional Freight Plan in a manner that promotes freight and goods movement on designated routes.
- 4.2.9**

Promote redundancy in the freight network to ensure efficient movement of freight and goods.
- 4.2.10**

Work with the MPO to ensure future versions of the regional freight plan, bicycle and pedestrian plan, and shared mobility plan reference and incorporate the recommendations of the Comprehensive Plan and streets plan.
- 4.2.11**

Develop engineering and design standards to establish designs for freight routes that meet anticipated freight needs while considering need for safe and continuous bicycle and pedestrian facilities.
- 4.2.12**

Minimize impact of freight corridors on connective networks.
- 4.2.13**

Identify and secure right-of-way for future expansion and upgrade of freight corridors.
- 4.2.14**

Invest in safety infrastructure upgrades along freight corridors particularly where community streets intersect.
- 4.2.15**

Explore standardized permitting and fees for oversized vehicles.
- 4.2.16**

Work with rail agencies to ensure crossing have upgraded and appropriate safety infrastructure.
- 4.2.17**

Require a safety and connectivity study for impacted rail and pedestrian crossings prior to establishing a quiet zone.
- 4.2.18**

Identify opportunities to reduce the number of at-grade rail crossings in the City.

OBJECTIVE

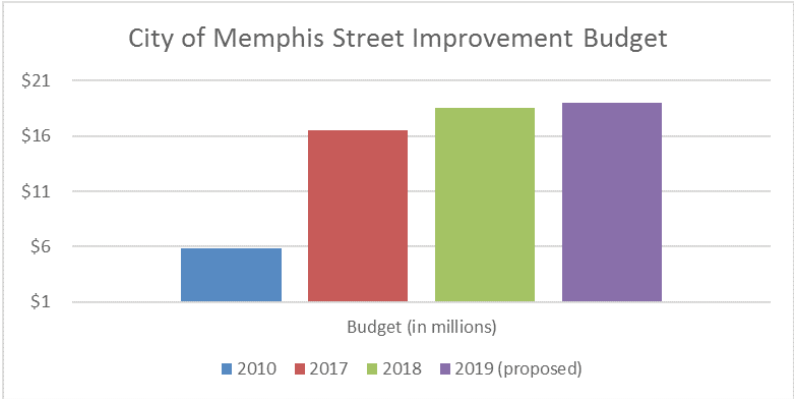
4.3

Promote and support existing infrastructure capacity to service new development and density

As the City invests in infrastructure upgrades and maintenance (including roads, sidewalks, bridges, sewers, and other utilities), it should support existing neighborhoods and increase density in anchors and anchor neighborhoods. The City's central focus related to infrastructure will be to utilize and upgrade existing capacity to support the land use plan and preferred future growth areas. Streets are repaved on a 25-year paving cycle, and in the interim years, maintenance and modifications are carried out based on project implementation and as needed. Actions in the Comprehensive Plan encourage modifications and upgrades to follow the Streets Plan, which may recommend changes to the street to accommodate multimodal transportation. Improvements should be prioritized within anchors, anchor neighborhoods, and along major corridors that connect anchors to other parts of the City. Infrastructure upgrades for special use areas should follow the future land use plan.

Aligning sewer capacity with preferred growth areas can support density and strategic growth in the City. The Sewer Assessment and Rehabilitation Program should inform the City on the prioritization of capacity upgrades. Citywide anchors like Downtown, the Medical District, and University anchors and other targeted employment centers should benefit from an increase of sewer capacity in order to attract new investment and accommodate a greater share of future population and job growth for the City.

A review of current utility capacity shows the power provider, MLGW, can accommodate dense growth in many areas of the City. MLGW should continue to work with the City, EDGE, and the Greater Memphis Chamber to manage demand, promote reduced consumption through energy efficiency, and address load needs from new industrial or major facility development. The utility company should also consider the feasibility of burying overhead utilities within Citywide Anchors and



higher intensity Community Anchors when making improvements.

Green infrastructure within development plans can be used to offset stormwater retention needs, making more developable land available within sites. The City should review building and fire codes to identify barriers that discourage density. Interdepartmental working groups can maintain the safety these codes are intended to provide and support compact development supportive of the Comprehensive Plan.

Street maintenance and repaving, along with other transportation infrastructure improvements, are often highly desired from the community but extremely costly; the City usually only funds these projects through grants, CIP projects, or special dedications of funds by City Council. To increase the funding for transportation infrastructure or services, including street upgrades, sidewalk maintenance, and mass transit, the City should establish funding sources that can support these improvements.

ACTIONS

4.3.1 Prioritize and direct resources for the repair and maintenance of infrastructure where new development and redevelopment are anticipated within anchors and anchor neighborhoods.

4.3.2 Prioritize funding for repair and maintenance of City streets in a manner that aligns with future growth priorities, Citywide and Community Anchors, degree of change, and land use.

4.3.3 Ensure repair and maintenance of City streets follows the adopted streets plan and associated design standards.

ACTIONS (CONTINUED)

- 4.3.4** Prioritize the replacement, maintenance, and upgrading of existing infrastructure within city limits over the extension of new infrastructure into the County outside Memphis.

4.3.5 Prioritize upgrade and expansion of sewer capacity in a manner that aligns with Citywide and Community Anchors, degree of change, and land use.

4.3.6 Ensure repair, maintenance, upgrade, and expansion of infrastructure support mixed-use development, particularly in Citywide and Community Anchors.

4.3.7 Ensure adequate annual funding for infrastructure maintenance.

4.3.8 Focus capital investments in constrained sewer basins that support future growth in anchors, with a priority on accelerate anchors.

4.3.9 Develop City-approved options for developer-supported infrastructure in constrained sewer basins not associated with anchors.

4.3.10 Identify and prioritize upgrades needed in utility infrastructure that support Citywide and Community Anchors, degree of change, and land use.

4.3.11 Promote reduction in energy consumption through efficiency and renewable sources.
- 4.3.12** Where economically feasible, bury overhead utilities to support vertical growth.

4.3.13 Integrate green stormwater infrastructure in street design to reduce need for onsite stormwater detention.

4.3.14 Prioritize green stormwater infrastructure as an option for detention in areas of the City with older era of development.

4.3.15 Incorporate green infrastructure options in the engineering and design standards manual to aid developers and staff.

4.3.16 Ensure a high level of design quality for green stormwater infrastructure in the public right-of-way

4.3.17 Allow flexibility in parking requirements to support mixed-use development in Citywide and Community Anchors.

4.3.18 Explore the elimination of parking requirements or setting parking maximums in Citywide Anchors.

4.3.19 Integrate local amendments to building and fire codes that promote density and infill, walkable streets, and reduced curb radii.

4.3.20 Establish a funding source to support repair, maintenance, and upgrade of key corridors and fund transit improvements to connect anchors and job centers.
- 4.3.21** In high density areas, support parking management strategies to optimize the use of existing resources and reduce the need for new public parking facilities.

4.3.22 Appoint an “infrastructure czar” in City of Memphis government to coordinate across multiple divisions responsible for planning and implementation of new infrastructure assets that support economic growth in communities.



Investment Focus
**Expand Infrastructure
Capacity To Service New
Development And Density**

In 2018, Memphis experienced a historic high in construction activity with over \$1.5 Billion in combined residential and commercial building. With more in the pipeline, the early years of implementation of Memphis 3.0 will be part of the City’s recent “development boom.” The year prior, the City discontinued the extension of sanitary sewer infrastructure outside the City of Memphis corporate boundaries, aligning with the Build Up, Not Out vision of the plan. To ensure that growth can be accommodated within the City, investments should be prioritized to upgrade the capacity of sewer infrastructure in areas targeted to Accelerate growth, such as the Front Street sewer basin

Downtown Core



Uptown



St. Jude/Pinch District



The Edge



South Main





Connecting Citywide Anchors with Rapid Transit to Catalyze Growth

Linking Innovation

The Memphis Innovation Corridor connects Downtown Memphis, the Memphis Medical District, and University of Memphis through a series of infrastructure improvements, highlighted by the City's first Bus Rapid Transit (BRT) route. Goals for the corridor are to make transit service in the corridor more frequent, connect neighborhoods and improve local circulation, develop support for local and regional economic growth, create a thriving corridor of neighborhoods and business areas, and create an environment that will be sustainable over the long term.

Downtown Transit Mall

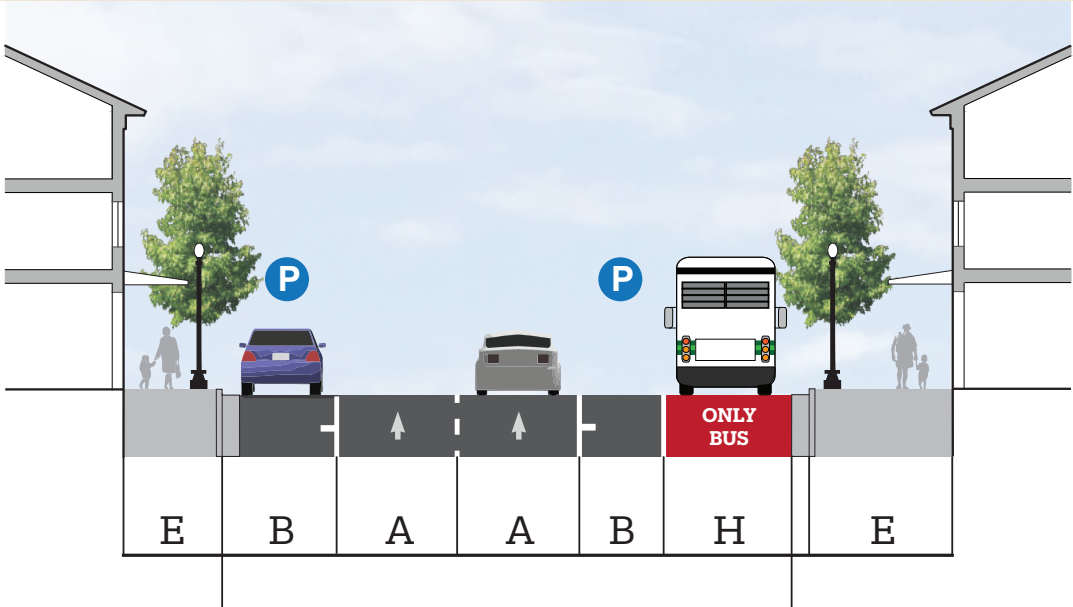
The implementation of the short-range Transit Vision and Innovation Corridor BRT involves high frequency bus service through the Downtown area along Second Street and BB King Boulevard with service every 3-4 minutes at peak. The Downtown Transit Mall will feature dedicated bus lanes connecting from Union Avenue to A.W. Willis Avenue.

Opportunity Zones

The Memphis Innovation Corridor connects the City's two primary federally-designated Opportunity Zones in the Core City and University areas.

Bus Rapid Transit

The 8-mile route includes 34 new transit stations serviced by 40-foot long, all-electric BRT vehicles with two-door boarding and electric charging equipment. Vehicles include Wi-Fi as well as other smart technology, such as automated vehicle location, automated



Transit Mall Street. Typical section of a Transit Mall Street demonstrates integration of BRT into a street better-designed for all modes of travel, including a shared bus/bike lane.

passenger counters, automated voice annunciation, security cameras, and more.

The Memphis Innovation Corridor route features dedicated lanes on two miles of road through Downtown Memphis and queue-jumps at select intersections where feasible. New fare technology including the use of mobile apps for fare payment and offboard fare collection at transit stations will be utilized to speed up boarding and improve travel times.

Traffic signals are proposed to be upgraded with new mast arms, video detection systems, vehicle to infrastructure communications equipment, and GPS based transit signal priority at all intersections throughout the corridor. The traffic signal system will provide real-time collection of operational data,

automatic notifications of signal malfunctions, and adaptive signal control, where appropriate.

The City has installed modern fiber connections on Poplar Avenue, Union Avenue, Second Street, and BB King Boulevard. Timing coordination and signal preemption are in place on along the entire route. Transit priority devices have been installed along Poplar Avenue.

Future Connections

Building off the first BRT connection from Downtown to the University of Memphis via Union/Poplar and a north-south connection from Crosstown to Whitehaven is recommended to follow long-term.



Investment Focus
**Memphis Innovation
Corridor Bus Rapid Transit**

Bus Rapid Transit dedicates a travel lane to transit. The Memphis Innovation Corridor BRT will increase service along one of the City's major corridors. Students at the Region's largest university will be directly connected to the heart of Downtown. Younger students will access the main public library with greater ease and the medical field will gain mobility options.



**Downtown - St. Jude. William Hudson
Transit Center**



Christian Brothers University



The University of Memphis



**Medical District and Southwest
Tennessee Community College**



Benjamin L. Hooks Library.



OBJECTIVE

4.4

Invest in smart city infrastructure, including wireless connectivity, broadband, and connected infrastructure

The City should proactively plan for infrastructure changes and opportunities related to advances in technology. The City has been working to make 5G wireless available Citywide to address connectivity - enabling smart city infrastructure and Internet of Things (IoT). The City should develop a smart city plan to determine how it can best use technology to engage citizens, deliver services, and enhance urban systems, while connecting areas with limited access to internet. The smart city plan should determine the infrastructure needed to support a smart city.

Other technology can improve productivity and create opportunities for new, outside investment. The City should identify unused fiberoptic cable found in existing infrastructure to support enhanced public

safety and real-time tracking of municipal assets. The City should consider autonomous vehicles and shared mobility when integrating new transit types into street design. Innovative solutions can be used to address persistent City issues like blight, illegal dumping, and missed garbage collection.



Photo: City of Memphis

ACTIONS

- 4.4.1** Develop a Smart City plan for the City of Memphis to mobilize and utilize technology to support goals of connectivity, shared mobility, public safety, innovation, and quality of life.
- 4.4.2** Create and expand technology applications to allow employees and citizens to better access and improve City services.
- 4.4.3** Establish guidelines for 5G deployment that aligns with the City's land use plan and streets plan.
- 4.4.4** Establish municipal broadband as a public utility.
- 4.4.5** Expand free Wi-Fi to public spaces, such as parks, community centers, and libraries throughout the City.
- 4.4.6** Pilot high quality public wireless internet in key anchors and commercial corridors and determine opportunities to scale Citywide.

- 4.4.7** Evaluate capabilities of utilizing dark fiber across the City to support business and economic generation and the Internet of Things (IoT) innovations.
- 4.4.8** Integrate artificial intelligence features into public assets throughout the City to address safety, connectivity, asset tracking, and other capabilities.
- 4.4.9** Develop innovative use of technology to address common issues such as energy and grid use, blight and code violations, crime and safety, and trash and litter.
- 4.4.10** Prioritize transit, shared mobility, and environmental sustainability in deployment of autonomous transportation.

- 4.4.11** Integrate electric vehicle charging, shared mobility, and rideshare options into future street design and curb management.
- 4.4.12** Initiate secured testing of autonomous shuttles in selected areas of the City or related to special events.
- 4.4.13** Support and expand the City's Open Data Consortium as a clearinghouse for policy and decision making on Smart City advancements.

CONNECTIVITY



Goal 5

CONNECTED CORRIDORS AND COMMUNITIES

The challenge to serve a large land area is not only an issue for growth and density but transportation and public transit. Memphis has experienced notable improvements in the extension of greenways and bikeways and introduction of new shared mobility options. But to achieve the vision of Build Up, Not Out, the City must invest in an improved network of public transit and transportation choices that connect neighborhoods and activity centers by key corridors. Highlighted by the development of a short and long-range Transit Vision, the goal of Connected Corridors and Communities seeks to provide direction for the expansion of transportation and mobility options and support mixed-use, walkable communities throughout the City by focusing on frequent transit, shared mobility, and a network of greenways, bikeways, and pedestrian infrastructure.

OBJECTIVE

5.1

Increase transportation and mobility options that are accessible to all

The Memphis 3.0 Comprehensive Plan marks the first time the City is making transportation recommendations based on land use and context. Actions in this section encourage a balanced, multimodal transportation system that is accessible to all users because the local system should support regional mobility for the full range of multimodal options. A balanced transportation system reduces vehicle miles traveled, leading to improved environmental outcomes and supporting seamless travel between all modes of transportation. The City can achieve this in a variety of ways, including the emphasis on creating and enhancing multimodal streets and supporting increased bus frequency.

Transit can be used as a tool to encourage development and density. As the system is appropriately modified to increase frequency and reliability, it is also a poverty reduction tool. Transit should support and be supported by high density residential, commercial, and mixed-use development. Active transport options, such as biking or walking, also support transit and mobility. Investments should be made to improve sidewalk infrastructure as most transit stops will be between one-fourth mile to one-half mile of an individual's destination. Other active transport options, such as bicycles or scooters, can solve first-and last-mile connections, along with other transportation demand solutions.

Safety improvements should be designed to support the multimodal

system, including complete streets, lighting modifications, on-street parking, and other buffers for pedestrians. Pedestrians should be prioritized in street design as the City moves toward achieving a local Vision Zero goal. Access management policy should be developed for major corridors that address excessive curb cuts, pedestrian crossings, improved traffic flow, and roadway capacity adjustments.

As technology evolves, changing modes of travel, the City should continue to prioritize transportation and mobility options accessible to all. Modes of transportation should be designed to be flexible to changes in technology, but in service to goals of supporting surrounding land use and prioritizing transit, shared mobility, and environmental sustainability.



ACTIONS

- 5.1.1 Ensure investments and decision-making foster a holistic transportation network for all users, regardless of age, ability, or mode of transportation.
- 5.1.2 Encourage higher-density commercial and residential development in anchors supported by high frequency transit.
- 5.1.3 Increase mobility options through transit and active transportation investments along corridors that connect a variety of uses.

- 5.1.4 Improve sidewalks and other pedestrian facilities to create continuous paths that promote better walkability.
- 5.1.5 Design transportation infrastructure to be flexible to changing conditions of land uses, preferences, and technologies.
- 5.1.6 Prioritize transit, shared mobility, and environmental sustainability in deployment of autonomous transportation.

- 5.1.7 Increase on-street parking and sidewalk buffers to improve pedestrian safety.
- 5.1.8 Improve visibility for crosswalks and increase protected crossings to improve pedestrian safety.
- 5.1.9 Develop connectivity standards that eliminate dead end streets, create street links and create an evenly distributed network of streets.

ACTIONS (CONTINUED)

- 5.1.10** Eliminate gaps in the transportation network to increase mobility options and promote accessibility of nearby land uses.
- 5.1.11** Minimize curb cuts along major streets to increase pedestrian safety, improve transit capability and roadway capacity.
- 5.1.12** Conduct assessments of parking supply in Citywide anchors and high density areas to meet the needs of existing and future residents and businesses.
- 5.1.13** Review options for rightsizing parking supply and using pricing controls where appropriate to encourage use of transportation choices.
- 5.1.14** Adopt and fund a comprehensive Vision Zero goal and action plan to eliminate traffic fatalities and increase safe, healthy, and equitable mobility for all.
- 5.1.15** Identify and communicate to residents where multimodal connections exist.
- 5.1.16** Establish goals and metrics to track progress of usage and mode share by transit, walking, biking, and shared mobility.



OBJECTIVE

5.2

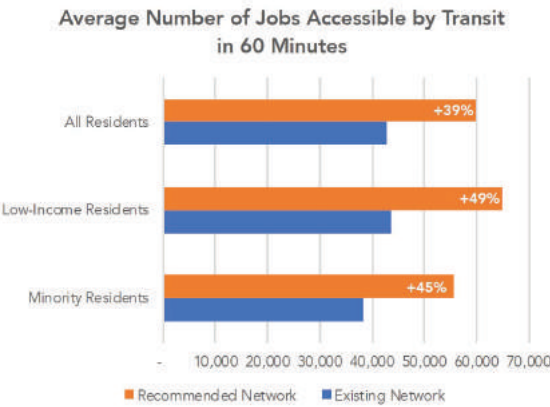
Focus on key corridors to connect anchors and job centers designated for growth by frequent transit and shared mobility

The City and its partners should implement the Memphis 3.0 Transit Vision to support frequent transit service, meaning 15 minutes or less, to a greater share of Memphians. The short-term recommended network will bring an additional 79,000 people within one-half mile of frequent transit. Riders will have access to 103,000 more jobs within a one-half mile as well. Job access, a key feature of creating an equitable city, increases nearly 50 percent for residents with low incomes. Frequent service will be within one-half mile of 58,000 minority residents, up from the current 8,000 minority residents. The recommended network requires an annual new investment of \$30 million.

The long-term transit network recommends continued addition of high frequency routes based on land use and context. Dedicated funding will allow MATA to focus on long-term improvements by planning and forecasting based on known revenue sources. Transit lanes on major roads can support the network as higher frequency is increased across the City. Where appropriate, identification of dedicated transit lanes should follow the Streets Plan. Ridership should be encouraged through a campaign to market the benefits and savings of public transit. Improvements should be made to bus stops, shelters, and transit centers to make the trip more appealing to users.

Frequent transit, under the Transit Vision, is designed to make transit useful to the greatest number of people. This should connect anchors to employment centers, institutions, and other anchors. Housing developments focused along frequent transit routes can increase transit usage and promote housing affordability. Sidewalk and greenway infrastructure improvements should support transit connections. Tools like Transit-Oriented Development TIFs can be implemented in anchor areas to promote density, affordability, and transit access.

Transit Demand Management (TDM) strategies should be utilized within major employments centers to encourage commute options and decrease single-occupancy vehicle uses. When



Average number of jobs accessible for all residents by transit in 60 minutes

compared to transit, carpool, and active transportation, single occupancy vehicle commutes are a larger contributor to air pollution and greenhouse gas emissions per person, while locking up valuable real estate for parking.

TDM Strategies include:

- Employer shuttles
- Vanpools
- Park and ride lot development
- Pedestrian facilities/safe routes to work
- Carpooling, rideshare, and ride match services
- Transportation management associations (TMAs)
- Commuter transit benefits
- On-site bicycle facilities

ACTIONS

5.2.1 Implement and fund the Transit Vision recommended network to achieve ridership and frequency goals in the short-term.

5.2.2 Secure a dedicated funding source for effective, convenient, and frequent transit service.

5.2.3 Identify opportunities for additional frequency over time in accordance with the 2040 long-range element of Transit Vision.

ACTIONS (CONTINUED)

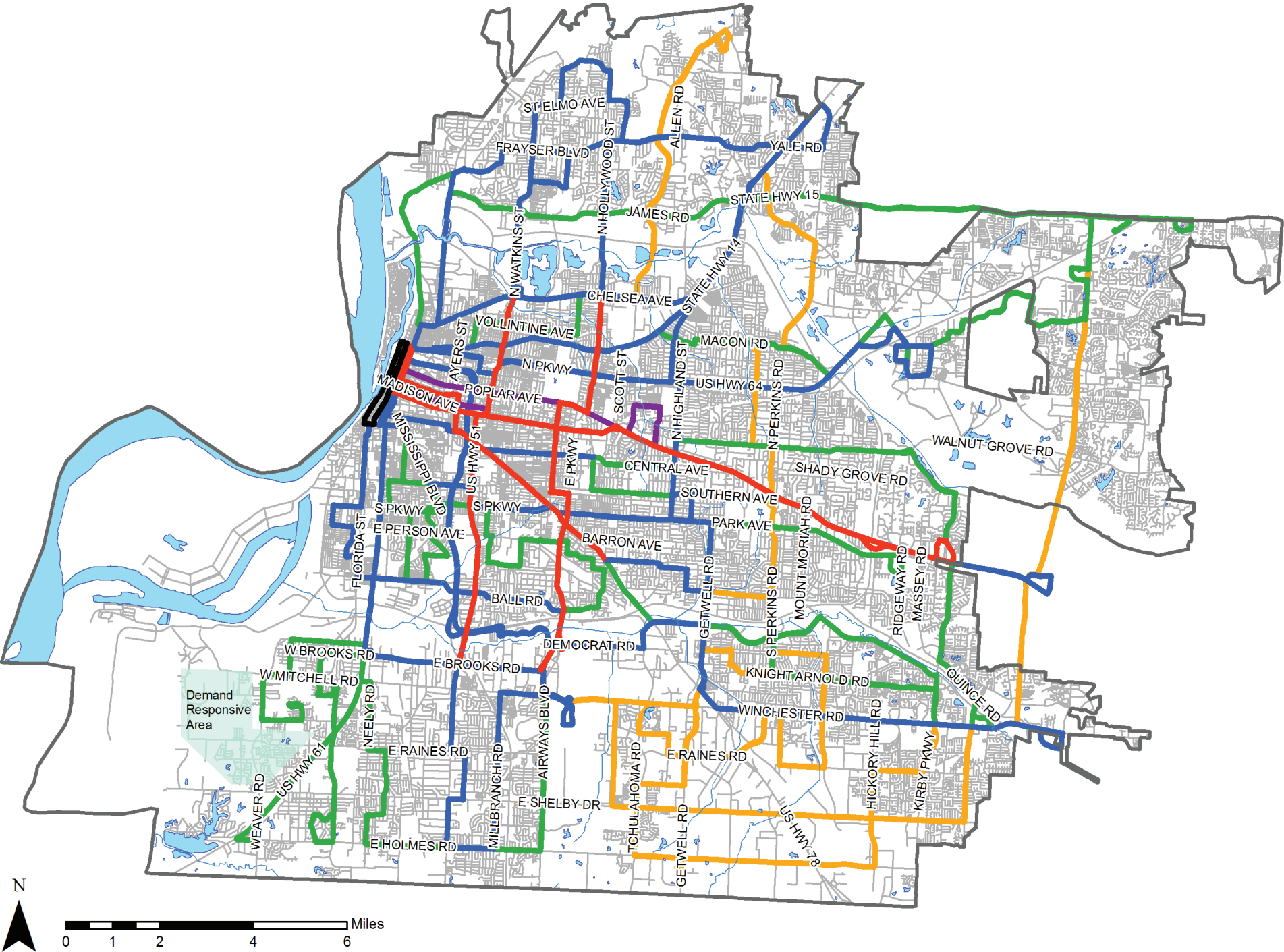
- 5.2.4** Prioritize opportunities for change in technology in the transit network, with emphasis on fixed route transit in accordance with the long-range element of the Transit Vision.
- 5.2.5** Locate new transit hubs, as required, around Community and Citywide Anchors.
- 5.2.6** Incentivize housing and employment growth to occur around Citywide and Community Anchors and high frequency transit corridors, preserving and integrating existing affordable housing where possible.
- 5.2.7** Encourage employers to provide transit passes, bicycle facilities, shared used mobility, and opportunities for carpools/vanpools to increase transportation options to work.
- 5.2.8** Implement transportation demand management (TDM) strategies, particularly in major employment centers, to shift trips from single-occupancy vehicles.
- 5.2.9** Expand and enhance transit, carpool, and vanpool programs through branding, outreach, improved infrastructure, and financial incentives.
- 5.2.10** Establish goals and metrics to track progress of bus ridership, vanpool, and carpool usage.
- 5.2.11** Increase infill and redevelopment that locates residential, employment, and retail uses near each other to maximize transit and active transportation.
- 5.2.12** Explore the elimination of parking requirements or setting parking maximums in along high frequency transit corridors.
- 5.2.13** Prioritize placement of parks, community centers, libraries, schools, and other public facilities along transit routes.
- 5.2.14** Provide more widely spaced bus stops, where appropriate, with improved amenities (trading shorter walking distances for faster transit service and better facilities), utilizing the Bus Stop Design and Accessibility Guidelines.
- 5.2.15** Identify funding sources to support repair, maintenance, and upgrade of key corridors and fund transit improvements to connect anchors and job centers.
- 5.2.16** Increase pedestrian and bicycle facilities, such as bike racks, storage, and shared use mobility stations at transit hubs.
- 5.2.17** Incorporate dedicated transit lanes along highest frequency and rapid transit corridors and implement road diets where appropriate.
- 5.2.18** Explore the use of demand response areas and park-and-rides to extend areas of the City and region connected by transit.

Investment Focus
Transit Vision 2022

The Transit Vision 2022 shows increased frequency with new, 15-minute headways and 30-minute headways. The need for more frequent and reliable transit service was one of the earliest themes arising from the Memphis 3.0 planning process. To address this need, the Memphis 3.0 Transit Vision was developed. The full Transit Vision can be found in the Special Appendix.

Proposed Frequency

- 10 minutes
- 15 minutes
- 20 minutes
- 30 minutes
- 60 minutes
- 120 minutes

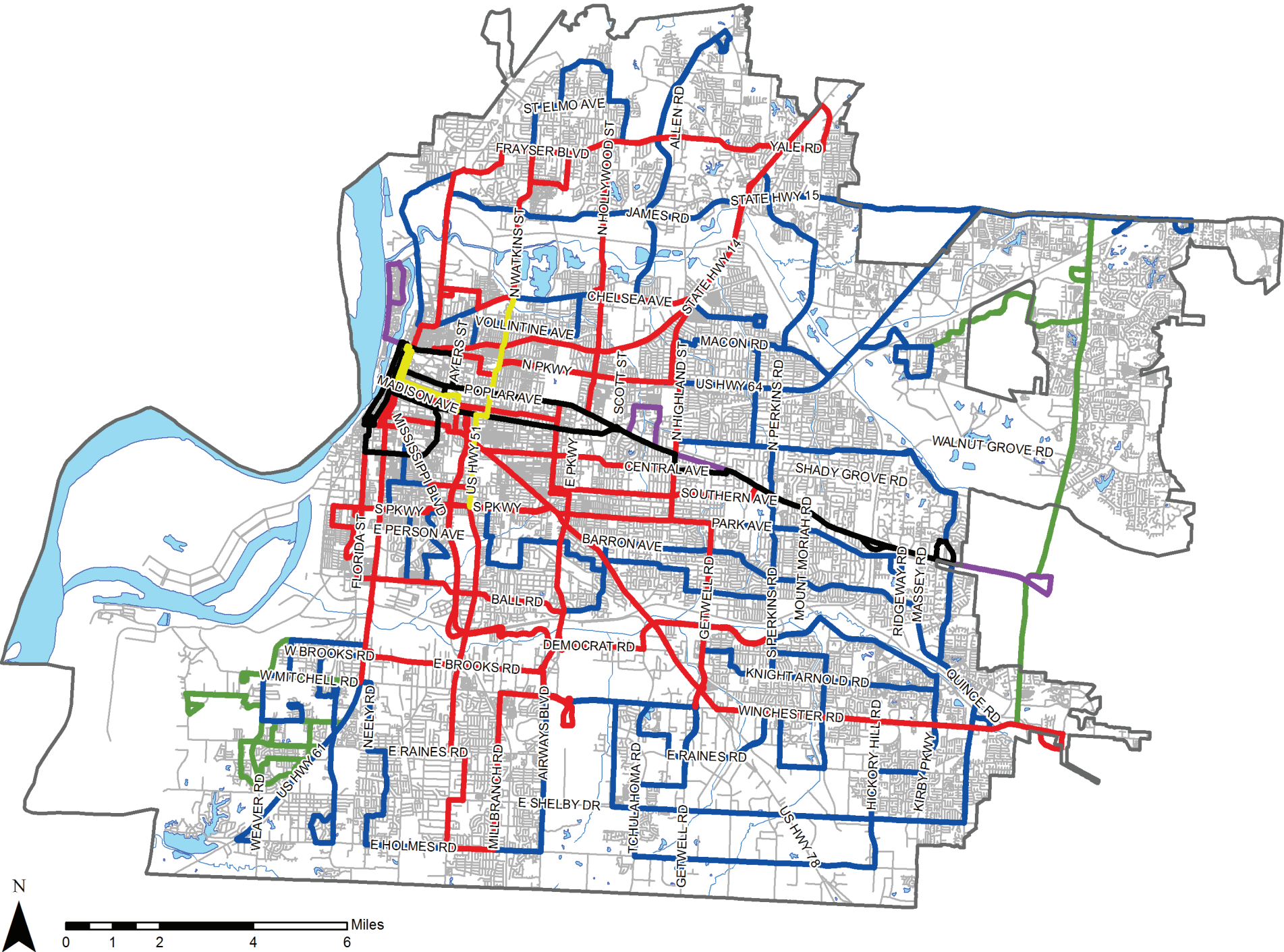




Investment Focus
Transit Vision 2040

The Transit Vision 2040 for the transit network increases the commitment to increased frequency of bus routes. By 2040, most bus routes are recommended to operate 15 or 30-minute headways. The 2040 Long-Term Network is designed to respond to the land use plan, improve transit in the areas most suited to high ridership, and improve service in most areas of the City.

- Proposed Frequency**
- 10 minutes or better
 - 10 minutes/BRT
 - 15 minutes
 - 20 minutes
 - 30 minutes
 - 60 minutes



OBJECTIVE

5.3

Create greater access to a network of greenways, bikeways, sidewalks, and other modes of active transportation

The Mid-South Regional Greenprint is the adopted regional plan to enhance livability and sustainability through a unified vision for a regional network of green spaces in the Mid-South. The Comprehensive Plan recommends the continued support of the Greenprint network. The Greenprint network advances equity by ensuring that all residents are within a one-quarter mile of a park or greenway. To date, more than 100 corridor miles have been completed and nearly 80 additional miles have received some funding for development. However, 413 miles of greenway and 112 miles of on-street corridor recommendations remain to be completed through 2040. Planning agencies and departments should coordinate implementation of the Greenprint with the anchor strategy and along key corridors. There are several areas in the City where park amenities can be better connected to communities or other places through the introduction of a greenway. Additionally, the Greenprint and anchor map should be revisited during a subsequent parks master planning process to ensure that anchors are connected to parks and greenways. Visit map.midsouthgreenprint.org to see the progress of the Greenprint Network.

Greenways, bikeways, and sidewalks should be supported through design and funding. Urban design standards should maintain the safety and accessibility of all users. Appropriate bicycle and pedestrian infrastructure should be incorporated into design. Public art can also be incorporated into upgrades to improve design and highlight community character of greenway segments. Long-term funding should be identified to support the continued improvement and maintenance of the greenway and bikeway network. Funding partners should include government, private partners, and philanthropic partners.



Photo: City of Memphis

ACTIONS

- 5.3.1** Align and follow the adopted Mid-South Regional Greenprint, MPO's Regional Bicycle and Pedestrian Plan and Sustainability Plan to create a regional interconnected network of parks, greenways, and open spaces.
- 5.3.2** Provide financial support to implementation of the Greenprint network along key foundational corridors.
- 5.3.3** Coordinate funding and implementation of facilities that have potential to function as greenways and trails.

- 5.3.4** Prioritize transportation investments that connect neighborhoods to greenways and trails.
- 5.3.5** Invest in active transportation infrastructure that links people to anchors, transit, amenities, and other activity centers.
- 5.3.6** Reduce distances between blocks and increase crossings to enhance walkability and pedestrian safety.
- 5.3.7** Create dedicated funding sources for public infrastructure such as accessible sidewalks, crosswalks, traffic calming measures, and bike lane improvements.

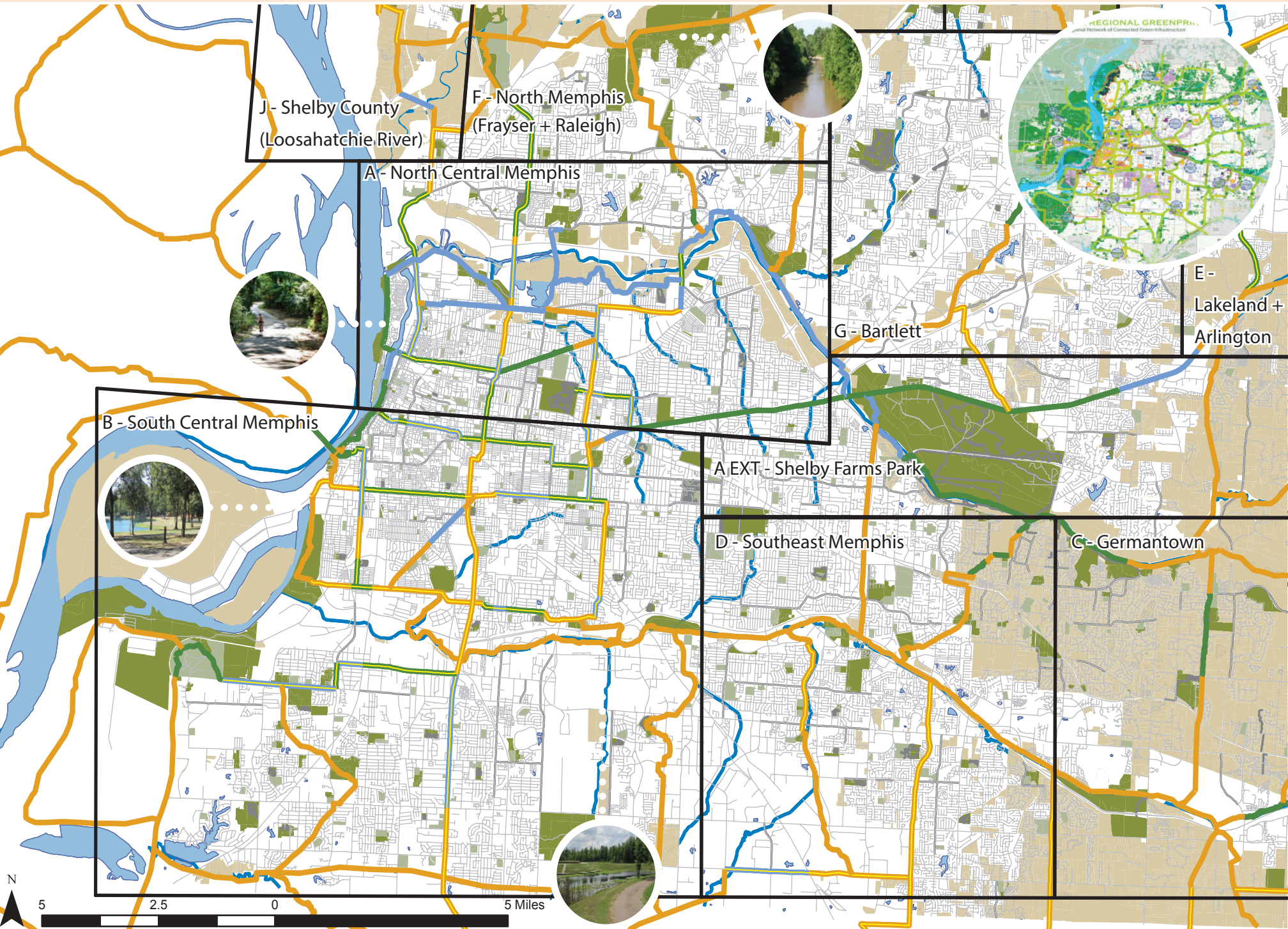
- 5.3.8** Adopt urban design standards that ensure safety and accessibility of streets for all users.
- 5.3.9** Fund and implement the Pedestrian Safety Action Plan to improve safety for students and families walking to schools and adjacent amenities.
- 5.3.10** Ensure proper enforcement of bicycle and pedestrian spaces to prevent motorized vehicle encroachment.
- 5.3.11** Provide safe, alternative transportation accommodations for all users when utility maintenance or construction interrupts access.



Investment Focus
Greenprint Connectivity

The Greenprint Network map below illustrates proposed greenways and recommended funding timeframe starting with area A through area J.

- Existing Greenway
- Existing On-Street
- Programmed Greenway
- Programmed On-Street
- Recommended Greenway
- Recommended On-Street



OPPORTUNITY



Goal 6

EQUITABLE OPPORTUNITIES

Improving Memphis’ competitiveness and achieving economic growth that is robust, shared, and enduring is fundamental to achieving the plan’s vision. To successfully compete in an increasingly competitive global economy, Memphis must build on existing strengths and take full advantage of all that our people, businesses, and neighborhoods have to offer. The goal of Equitable Opportunities seeks to achieve the vision of a city of opportunity for all, where workers and businesses from every neighborhood can fully contribute to and participate in innovation, entrepreneurship, and economic growth. While some Memphians are prospering, many communities face significant barriers to economic opportunity and other critical resources. Enabling more equitable economic growth will require investing more in Memphis’ most important assets: our people, the City’s core, and neighborhoods.

OBJECTIVE

6.1

Increase equitable access to education, quality jobs, and living wages for all residents

In order to fully realize Memphis' potential for economic growth, we need to maximize the potential of all Memphians. As the local, national, and global economies have become increasingly dependent on technology, the labor market increasingly demands high skills. Many entry-level jobs in Memphis require training and skills that go beyond a high school diploma; however, more than half of Memphians lack post-secondary education and minorities face significant disparities in education, employment, and income. Overcoming these barriers and closing the gaps in wages, employment, and incomes will not only help individuals achieve upward mobility, but also help grow the overall economy. One estimate found that the Memphis metropolitan area could increase its gross domestic product (GDP) by nearly one-third if there were no gaps in average income levels between different racial and ethnic groups.

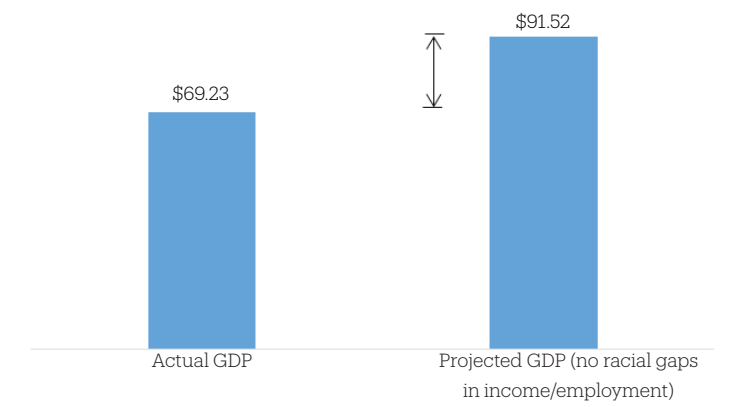
Research has shown that investing in education and workforce development is one of the most cost-effective way to grow employment and increase wages in the long run. A recent national study estimated the increase in local wages that is expected to result from each dollar spent on skills development programs, including college scholarships for local students, a variety of child care and childhood education

programs, and community college workforce education for adults. These skills development programs all have local benefits, in terms of higher earnings per capita that far exceed program costs. For example, for every dollar spent on community college workforce education, local earnings can increase by as much as eight dollars.

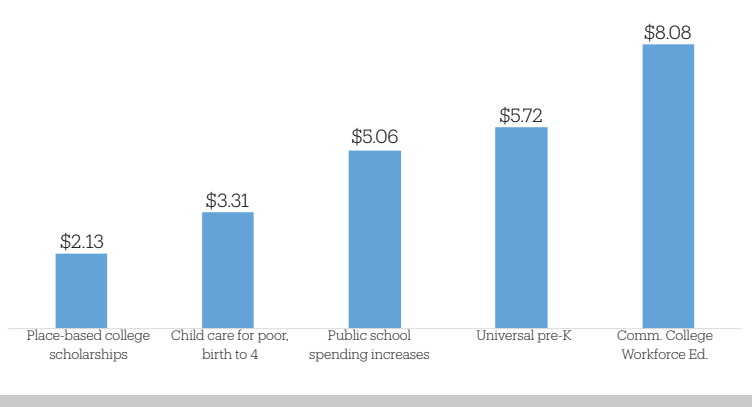
Memphis has many existing state and local programs, nonprofits, and educational institutions that assist job seekers. However, there are opportunities to create better linkages among the programs, ensure that job seekers are aware of the programs offered, and connect people with the transportation, child care, and other resources required to find and maintain a job. Finally, while many traditional workforce programs focus on getting people into jobs, there is not as much support for workers once they are in their jobs.



Photo: David Roseberry



ACTUAL GDP AND ESTIMATED GDP WITH RACIAL EQUITY IN INCOME (BILLIONS): MEMPHIS AREA, 2015. Source: Bureau of Economic Analysis; IPUMS; PolicyLink/ PERE National Equity Atlas, www.nationaleequityatlas.org



RATIO OF LOCAL EARNINGS INCREASE TO PROGRAM COST FOR SKILLS DEVELOPMENT PROGRAMS: EXPECTED INCREASE IN WAGES PER DOLLAR OF PROGRAM COSTS (BASED ON NATIONAL DATA)* Source: Bartik, Timothy J. 2018. "Helping Manufacturing-Intensive Communities: What Works?" Prepared for Center on Budget and Priorities (CBPP). <http://research.upjohn.org/reports/232>



Investment Focus

An Anchor Strategy for Economic Development

The City, in partnership with EDGE, the Greater Memphis Chamber, and Memphis Tomorrow, have engaged Mass Economics to develop a cluster study to determine industries and areas that provide the greatest opportunities for improving the job growth trajectory. Below is a preliminary concept map that illustrates potential “accelerate anchors” for economic development.

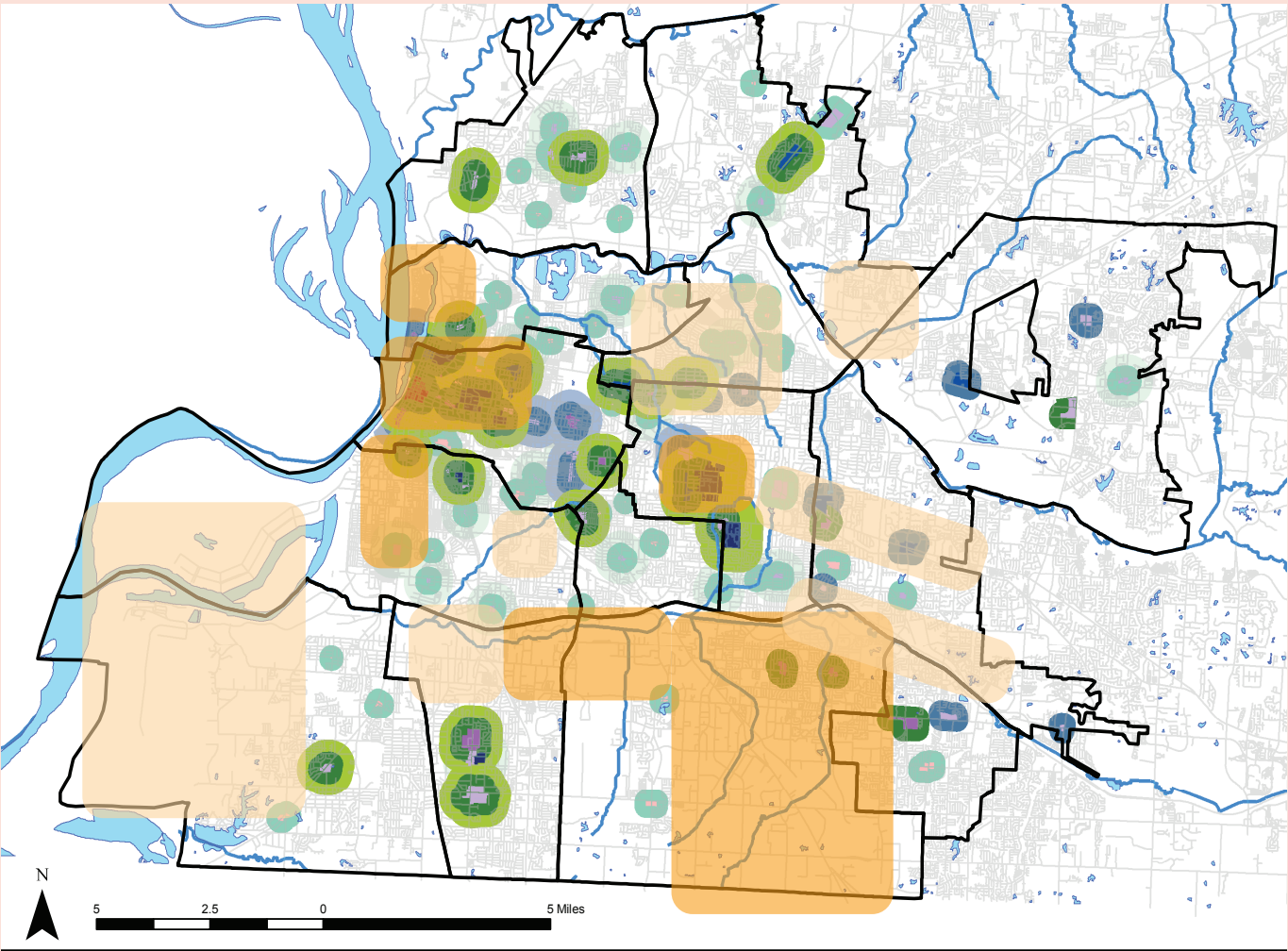
Like the anchor strategy and degree of change for land use, the anchor strategy for economic development focuses on targeting the City’s efforts in high priority industries and high priority areas of the City. The Mass Economics study uses the term “Accelerate” to mirror the application of Accelerate anchors – places where some market exists,

but requires active, intentional support to grow to desired levels – and Sustain anchors – places with robust market interest but mature in form and needing only maintenance of basic infrastructure.

Areas recommended as Accelerate economic development districts include the Airport area, Downtown, South Memphis, North Memphis, and University of Memphis areas. Combined, these areas are estimated to have a capacity of approximately 150,000 jobs and have potential for supporting jobs in transportation, distribution, and logistics, medical devices, blue collar and white collar business-to-business, food and ag tech, and emerging tech clusters.

Degree Of Change

- Anchors
- Accelerate
- Nurture
- Sustain
- Economic Development Anchor Accelerate
- Economic Development Anchor Sustain



ACTIONS

- 6.1.1

Develop a coordinated strategy to achieve a shared vision for equitable economic development led by City leadership and in partnership with stakeholders from communities, economic and workforce development, community development, private sector, philanthropy, and education.
- 6.1.2

Prioritize strategies that address the disparities in education, employment, income, and wealth that exist among different racial and ethnic groups and neighborhoods in the City.
- 6.1.3

Increase investment in basic adult education, especially for minorities and other underserved populations.
- 6.1.4

Continue the City’s commitment to funding early childhood education, especially for minorities and other underserved populations.
- 6.1.5

Improve coordination among K-12 schools, community colleges, and agencies and non-profits, providing workforce training to build comprehensive career pathways that connect directly to industry jobs.
- 6.1.6

Establish working groups around specific industry clusters to better align education, workforce training, and economic development strategies.
- 6.1.7

Enhance the level of resources committed to workforce development, education, and employment pathway development within Economic Development Growth Engine (EDGE)/ Greater Memphis Alliance for a Competitive Workforce (GMACW).
- 6.1.8

Develop comprehensive programs to support job seekers in finding and retaining employment. For example, this could include helping job seekers find job training programs, child care, and transportation.
- 6.1.9

Assist eligible Memphians in taking advantage of state programs that offer tuition-free college degrees or certifications.
- 6.1.10

Locate job and workforce readiness centers in neighborhood anchors, especially in low and moderate income communities.
- 6.1.11

Implement and fund the recommended network from the Transit Vision study to achieve ridership and frequency goals in the short term to better connect workers and students to jobs and education.
- 6.1.12

Secure a dedicated funding source for effective, convenient, and frequent transit service.
- 6.1.13

Implement transportation demand management (TDM) strategies in key employment districts, such as transportation management associations (TMAs) and employer-assisted transit passes.

OBJECTIVE

6.2

Support economic competitiveness by improving quality of life in Memphis communities

Memphis’ equitable economic development strategy emphasizes the importance of creating places where people want to live, work, play, and learn. Placemaking strategies in Citywide Anchors and other employment centers complement other strategies to invest in people and businesses, generating economic benefits for all Memphians.

National research demonstrates that highly-skilled, young professionals value proximity to transit, housing, and amenities. When clustered workers share ideas, increased productivity and enhanced competitiveness can occur. Consequently, innovation firms – such as technology and professional services – are often clustered in walkable, mixed-use districts served by transit. Place-based strategies (infrastructure, brownfield redevelopment, and neighborhood development) can complement other commonly used economic development tools like tax incentives and cost significantly less to implement.

Memphis can retain and expand the number of jobs in the innovation industries by ensuring that the Citywide Anchors are high-quality places that appeal to talented workers. The City of Memphis and Shelby

County are already investing in the Citywide Anchors and other employment centers with infrastructure and public realm investments, as well as tax incentives to employers, property owners, and developers.

Memphis can magnify the economic impact of existing placemaking tools by concentrating its investments, incentives, and other capital resources within the Citywide Anchors and employment districts. Focusing investments in this way is consistent with the vision of Memphis 3.0 to Build Up, Not Out. In addition, placemaking activities can help to restore vitality to underserved neighborhoods. Memphis should launch a brownfield remediation plan, prioritizing sites located in accelerate anchors that could be redeveloped to create vibrant centers of activity.



Photo: City of Memphis

ACTIONS

- 6.2.1** Incorporate the Comprehensive Plan’s anchor strategy as a key principle for the coordinated equitable economic development strategy.
- 6.2.2** Focus growth, development, and investment in and around the major employment and educational institutions in the core city and neighborhoods.
- 6.2.3** Align and prioritize Capital Improvement Plan investments that facilitate infill growth and reinvestment in and around Community and Citywide Anchors.

- 6.2.4** Appoint an “infrastructure czar” in City of Memphis government to coordinate across multiple divisions responsible for planning and implementation of new infrastructure assets that support economic growth in communities.
- 6.2.5** Target financial incentives to support growth in and around Accelerate and Nurture anchors.
- 6.2.6** Provide administrative incentives for targeted anchors, including expedited plan review and permitting, regulatory assistance, and prioritized code and environmental enforcement.

- 6.2.7** Amend the Workable Program of the Memphis and Shelby County Community Redevelopment Agency (CRA) to direct future creation of tax increment financing (TIF) districts in alignment with anchors and anchor neighborhoods.
- 6.2.8** Coordinate public placemaking, infrastructure investments, incentives, and other resources, prioritizing Citywide Anchors.
- 6.2.9** Conduct a Citywide inventory of brownfield properties.

ACTIONS (CONTINUED)

6.2.10 Work with property owners, employers, and developers in Citywide Anchors to encourage them to provide enhanced pedestrian, bicycle, and other non-vehicular infrastructure when planning for expansions, renovations, or redevelopment projects.

6.2.11 Identify and market existing funding sources available for façade improvements to small retail and restaurant businesses in anchor areas.

6.2.12 Develop and implement a strategy for brownfield remediation, including use of incentives and prioritizing sites to support the anchor strategy.

6.2.13 Conduct an urban land management initiative pilot project to proactively reuse vacant land in existing neighborhoods for urban agriculture, tree farming, habitat restoration, or other uses that would help green the City, create jobs, and improve neighborhood quality of life.

6.2.14 Develop an arts and culture plan for promoting and supporting Memphis' arts and cultural assets that helps shape Memphis' identity, create cohesion among the City's diverse cultural groups, generate entrepreneurship and employment in the creative industries, and reinforce the City's appeal as a destination for visitors.

6.2.15 Ensure residential areas near industrial uses are protected by appropriate buffers to reduce noise, light, and traffic.



OBJECTIVE

6.3

Enhance retention and expansion efforts and focus business attraction activities to maximize local job creation and household earnings

Recent data from the Brookings Institution shows that while many economic development organizations continue to focus on attracting large, out-of-state corporations, the number of corporate expansions and relocations has been in decline. Indeed, small and medium-sized businesses (in the range of 10 to 30 employees) are more likely to generate local jobs in today's economy.

The City of Memphis should highlight efforts to provide customized services to local small and medium-sized businesses in industries that have a high “multiplier” effect and potential for growth. These high-multiplier industries include traded innovation sectors like health care, biosciences, life sciences, and medical device manufacturing, as well as technology firms serving the transportation and logistics sector (such as logistics software).

There are opportunities for the City of Memphis to expand entrepreneurship and business acceleration programs aimed at providing start-ups and small businesses with technical assistance and support. For example, the City should work with partners to enhance manufacturing extension services, which would provide small and

medium-sized manufacturers with consulting advice on improving technology, design, and marketing. Nationally, manufacturing extension services have a proven track record in creating jobs and wage growth and are relatively cost-effective.

The City of Memphis should also work closely with existing small and mid-sized businesses that are seeking to expand or invest in their facilities to ensure that the process is streamlined and that business owners have access to available technical assistance programs provided by the City, Greater Memphis Chamber, EDGE, and other partners.



Photo: Gary S. Whitlow

ACTIONS

- | | | |
|---|---|--|
| <p>6.3.1 As part of the coordinated strategy for equitable economic development, focus efforts to grow and attract business in specific sectors and cluster industries best suited to the City's resources, culture, and workforce strengths and identify priority target locations.</p> <p>6.3.2 Expand tools associated with the payment-in-lieu-of-tax (PILOT) programs for high impact projects in priority sectors and locations.</p> <p>6.3.3 Target proactive business attraction efforts to firms and industries that help grow Memphis' innovation economy, pay a high wage premium, and/or create jobs for the local unemployed.</p> | <p>6.3.4 Develop a portfolio of potential sites for business attraction, expansion, and retention, focusing on priority locations.</p> <p>6.3.5 Build a strategic investment fund to prepare potential sites for high-impact projects.</p> <p>6.3.6 Target incentives to areas defined as anchors or industrial uses in the City's land use plan.</p> <p>6.3.7 In the medium to long term, limit business incentives to firms that locate in the Citywide Anchors or other designated employment centers.</p> | <p>6.3.8 Expand business acceleration and manufacturing extension services for existing, small and midsize businesses, especially businesses in traded innovation industries or export industries that rely on research and development (R&D) and science, technology, and engineering.</p> <p>6.3.9 Host networking events to connect businesses with investors, community development financial institutions, and other lenders that can provide small business loans.</p> |
|---|---|--|

OBJECTIVE

6.4

Support growth and expansion of local and minority-owned businesses

Starting and growing a firm requires access to capital, business connections, and other resources. Businesses in Memphis owned by women, people of color, and people who speak English as a second language face substantial barriers to accessing the resources they need to grow, including lack of access to credit and lack of access to informal networks. The City and several partner organizations have created initiatives to address these challenges and increase minority contracting.

Continuing and expanding on these efforts has the potential to significantly increase employment and economic growth. If minorities in Shelby County owned businesses at the same rate as non-minorities, their businesses would have employed more than 200,000 additional

workers and grossed more than \$52 billion in sales receipts in 2012 (the most recent year for which data are available). This would have resulted in a 50 percent increase in total Shelby County employment and more than a 30 percent increase in gross receipts.



Photo: Gary S. Whitlow

ACTIONS

- 6.4.1** Prioritize growth of small and mid-sized companies in the coordinated strategy for equitable economic development.

6.4.2 Expand on existing City initiatives to increase minority contracting and scale up minority-owned businesses.

6.4.3 Conduct a small and midsize businesses needs assessment, focused on identifying specific barriers to growth for women and minority-owned businesses (such as permitting process, physical space needs, access to capital, etc.).

6.4.4 Continue, accelerate, and expand the 800 Initiative targeting growth of African American-owned businesses in Memphis.
- 6.4.5** Increase partnerships between EDGE, EpiCenter, StartCo, Tennessee Economic and Community Development, and other agencies to develop and offer business growth programs, such as the current Inner City Economic Development (ICED) program and the Economic Gardening Program.

6.4.6 Continue efforts to increase the City's minority contracting, including expanding the capacity of local and minority-owned businesses to take advantage of contracting opportunities.

6.4.7 Implement one-stop business permitting centers in low-income neighborhoods, where entrepreneurs can obtain the City permits and licenses needed to open a business in Memphis.
- 6.4.8** Support programs that provide business training, firm-to-firm mentoring, and other services that help low-income residents start and grow businesses.

6.4.9 Encourage anchor institutions such as hospitals, universities, and school districts to buy more goods and services locally, and/or implement their own local and minority contracting goals.

6.4.10 Locate business support services in neighborhood anchors, especially in low and moderate income communities.

6.4.11 Expand the availability of goods and services in Memphis communities by supporting small, locally-owned businesses in the Community Anchors, especially women and minority-owned businesses.



Equitable Economic Development Strategy

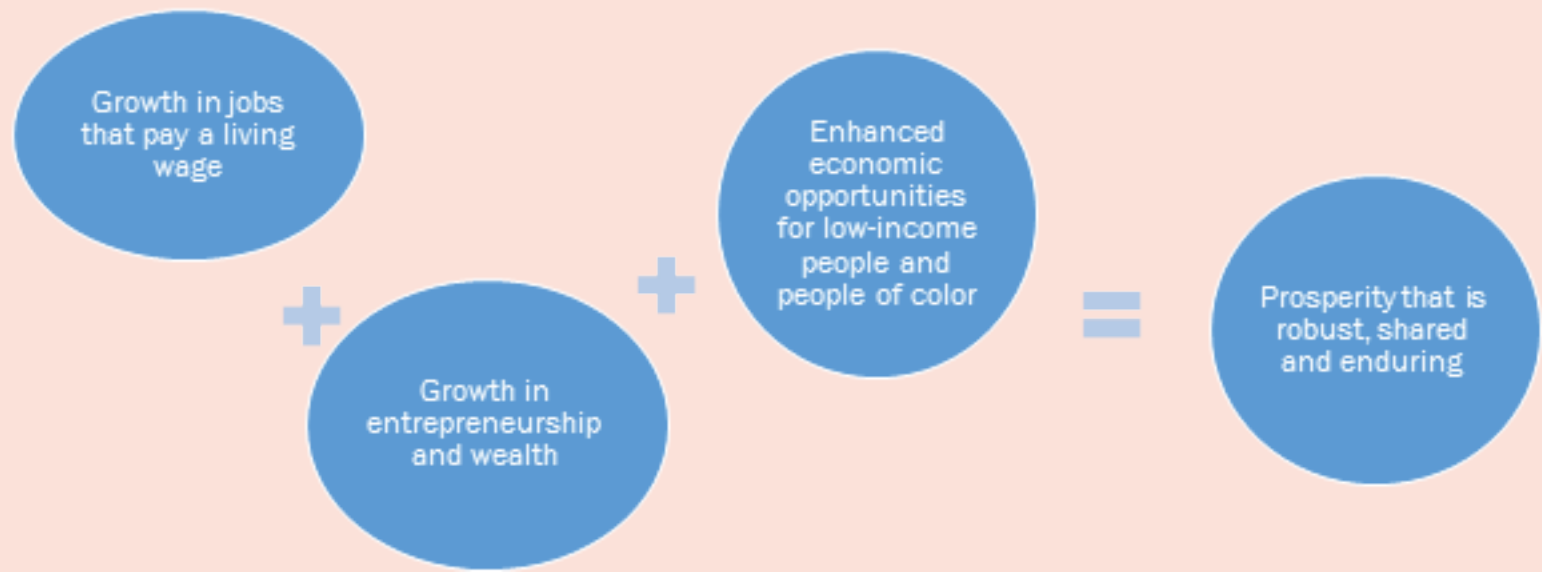
Recent research has found that economic growth and equity are mutually dependent. Faster-growing economies make wage increases and upward mobility possible, while cities and regions that offer more equal opportunities tend to experience faster economic growth because they are able to maximize productivity and entrepreneurship. In order to achieve prosperity that is shared, robust, and enduring, Memphis must add more jobs and address disparities in education, employment, income, and wealth that exist among different racial and ethnic groups and neighborhoods in the City.

In recent years, the City and regional agencies have developed several economic development strategies aimed at attracting more jobs and spurring economic growth in Greater Memphis. At the same time, the City and its partners have implemented initiatives to address racial

and ethnic disparities in business ownership and entrepreneurship. However, most economic development efforts in the region focus primarily on business attraction, which is necessary but insufficient for achieving equitable economic growth. These efforts can be further supported by coordinating efforts of workforce development, building great neighborhoods, and accelerating the growth of locally-owned, small and mid-sized businesses. This type of equitable economic development strategy emphasizes improving opportunities for existing residents and businesses in order to grow jobs, improve upward mobility, and make Memphis more competitive in the global economy.

DEFINING EQUITABLE ECONOMIC DEVELOPMENT

Sources: PolicyLink; Parilla, 2017.





Goal 7

PROSPEROUS AND AFFORDABLE COMMUNITIES

The vision of Build Up, Not Out is achieved through targeting resources in and around Community and Citywide Anchors, including in surrounding communities. Achieving this vision calls for focusing resources in the core and neighborhood centers through activities that nurture, accelerate, or sustain development and community character. A key part of this approach is ensuring housing remains affordable, residents are not displaced, and communities are not disrupted as a by-product of growth. The goal of Prosperous and Affordable Communities seeks to establish the guidance to help fulfill the plan’s vision in a manner that promotes affordable and healthy housing, supports community-based development and developers, and aims to extend benefits of growth to all communities in an equitable way.

OBJECTIVE

7.1

Promote and protect affordable and healthy housing

Housing affordability is paramount for Memphis. As recommendations are made to stabilize markets and direct investments into anchor areas and along major corridors, the City must ensure protections for housing affordability. A migration study performed by Zimmerman Volk and Associates illustrates Memphis' housing market potential across all income levels. While this research is evidence that housing units should meet a variety of price points, the study also suggests that based on market potential and need, the City should identify and maintain an affordable housing threshold.

By providing resources for different housing products and the alignment of the Unified Development Code (UDC), more housing types can be developed that support a variety of incomes. Density and affordability can be increased by accessory dwelling units such as 'granny flats,' cottage courts, and attached housing. These options decrease land consumption and square footage needed to develop additional housing, which can also decrease the rental or purchase price of housing.

As the City takes more proactive steps to preserve affordable housing, affordability set-asides can be considered in developments that use public subsidy. Using funds like HOME dollars can maintain affordability of new housing development between five and 30 years, depending on the project. These tools should be strategically applied in new development areas where rents and housing prices are increasing in order to provide affordability and displacement protection. Other tools can be used to guarantee affordable housing development in areas

with real estate market pressure. Establishing Community Land Trusts (CLTs) in areas with available land and development potential can build community wealth and ensure existing residents reap the benefits of neighborhood improvement.

Additional affordability safeguards should be encouraged through education provided by government agencies and other community development organizations. Housing service providers should continue to provide homeownership and foreclosure counseling to ensure that communities understand their rights and options as they relate to home ownership and maintenance. Additional education should emphasize renters' rights and landlord accountability. The City should adopt a 'Good Landlord' ordinance that promotes quality rental housing, timely maintenance, and offers property management training for landlords and property owners.

As a means to decrease household expenditures on utilities, transportation, and shelter, the City should encourage development and improvements that promote energy efficiency and holistic development. This includes promoting green building elements and infrastructure throughout new development.

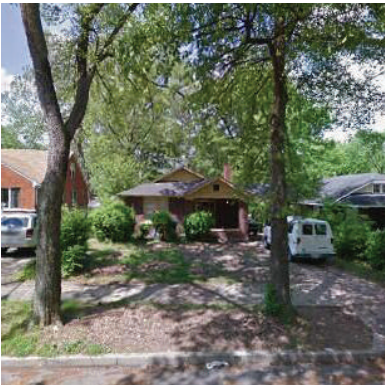


Photo: City of Memphis

ACTIONS

- 7.1.1 Establish an affordable housing trust fund for the City that is supported by dedicated public funding sources.
- 7.1.2 Create incentives and financial assistance for new, quality rental homes that preserves neighborhood character and supports the City land use plan.

- 7.1.3 Integrate or expand affordability goals and periods applicable to City-assisted housing developments through mechanisms such as federal HOME funds and low-income housing tax credits.
- 7.1.4 Explore community land trusts to maintain affordability in markets facing pressure of displacement.

- 7.1.5 Encourage housing development within affordable communities that serves a variety of income levels.
- 7.1.6 Revise City and County housing programs aimed at promoting single-family homeownership to also include structures of up to four units and accessory dwelling units.

ACTIONS (CONTINUED)

- 7.1.7** Expand access to housing resources through a variety of media, including printed materials, virtual methods, and in-person information sharing session.

7.1.8 Create Good Landlord program that recognizes rental property owners for providing quality housing and offers landlord and property maintenance training policy.

7.1.9 Diversify funding resource opportunities for historical character and context-sensitive building projects.

7.1.10 Identify tools to aid in rehabilitation to improve the quality of existing multifamily units.

7.1.11 Establish a minimum affordable housing quantity for future multifamily unit developments.

7.1.12 Promote the construction of accessory dwelling units above garages and cottage/small lots to provide affordable housing options to accommodate future growth.

7.1.13 Relax regulations on accessory dwelling units to allow smaller lots to add units by right in order to promote infill, income generation, and family support.
- 7.1.14** Advocate for state legislation to expand the definition of residential development to include more than two units to promote development of 'missing middle' housing.

7.1.15 Advocate for state legislation to permit assessment of 'missing middle' housing at a rate lower than existing commercial development rate to promote a diverse range of affordable, quality infill housing.

7.1.16 Diversify methods of information, sharing regarding existing, current, and impending housing programs and incentives.

7.1.17 Encourage higher-density commercial and residential development in anchors supported by high frequency transit.

7.1.18 Incentivize housing and employment growth to occur around Citywide and Community Anchors and high frequency transit corridors to preserve and support affordable housing.

7.1.19 Establish a set-aside of affordable housing units in housing or mixed-use projects involving publicly-owned land.

7.1.20 Include an affordable housing minimum in development requests for residential PILOTs, tax increment financing (TIF), and other public incentives.
- 7.1.21** Invest in efforts that support home repair and weatherization for low-income populations.

7.1.22 Ensure all new and improved units constructed in part with public funds meet energy efficiency standards no less than those set by MLGW EcoBuild standard.

Investment Focus Housing Trust Fund

Why does Memphis need an affordable housing trust fund?

Memphis households are severely **cost burdened**. With decreased federal housing funding and stagnant wages for low-income owners and renters, many need assistance. One in five Memphis families earn less than 80% of the HUD Area Median Family Income (HAMFI), a maximum of \$47,972, and pay over half of their income to housing costs. Of these cost-burdened households, two-thirds are renters, making these families face even more obstacles to acquiring affordable housing.

The Memphis housing market changed since the recession and continues to see increased competition for rental units and increase in demand for smaller units driven by a growing percentage of one and two-person households. Among low-income renters and homeowners, lower wages reduce the money available to make necessary maintenance or rehabilitation changes to homes. Over the years, federal programs lowered their funding allocations to grants and housing vouchers. In combination, these issues have created major problems for homeowners and renters alike throughout the City. Due to these significant issues with housing, the Comprehensive Plan recommends that the City establish and invest in the Memphis Affordable Housing Trust Fund (MAHTF) to ensure dedicated public funds meet housing needs of low-income residents.

What is an affordable housing trust fund?

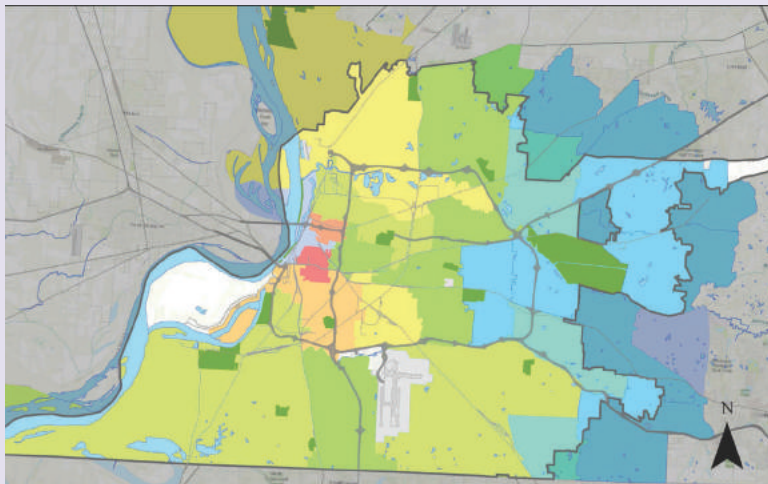
An affordable housing trust fund is a dedicated City funding stream for affordable housing that can be modified according to changing needs over time. This provides local control by addressing Federal funding that may not be available and for shifting community needs by allowing opportunities to leverage other funding sources that may become available. More than 750 AHTFs have been created since the 1970s, showing the success of these funding programs and indicating that its implementation could benefit Memphis.

Cost burdened, households paying more than 30% of income on housing costs.

How will Memphis be impacted by trust fund, who will be helped?

The MAHTF would primarily serve households earning up to 80% Area Median Income (AMI) with the possibility of prioritizing projects that target populations that face additional barriers to housing (for example, homeless, veterans, disabled residents). The affordable housing trust fund will be usable for new construction and rehabilitation of multifamily homes and minor home repair and rehabilitation of single family for households earning up to 50% of the AMI. Other priorities include projects that incorporate energy efficiency and universal design. These projects will be located primarily in anchor and anchor neighborhoods.

Funding will be distributed in the form of grants and loans. The City should work to establish long-term funding sources with appropriate entities. Applicants could include nonprofit developers and housing agencies, for-profit developers (as applicable per Tennessee State Code), along with community development corporations. For more information, visit the City of Memphis Division of Housing and Community Development of Memphis' website.



Energy burden, an often overlooked form of housing cost burden, is based on the annual utilities by median income. For example, red signifies that people spend more than 10% of their median income on utilities. (Source: Memphis and Shelby County Office of Sustainability and Resilience)

OBJECTIVE

7.2

Increase support and resources for community-based developers and businesses

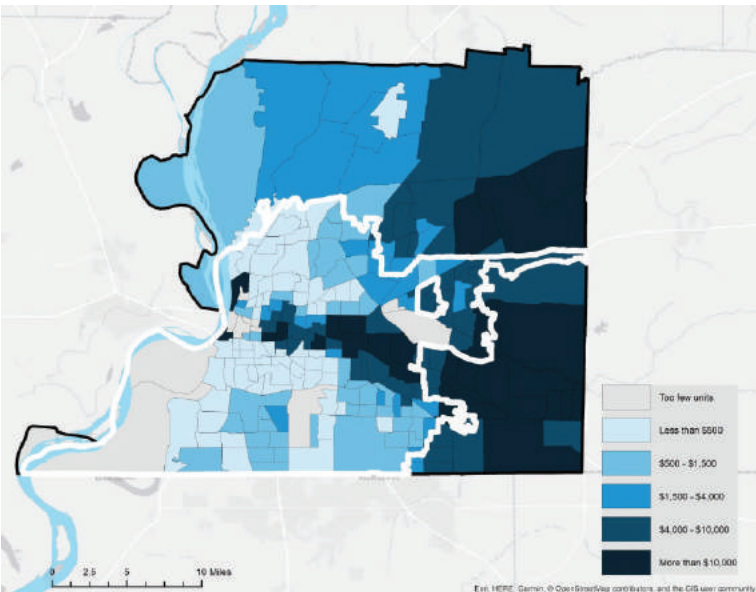
The real estate development industry in Memphis should intentionally support emerging and non-traditional developers. The City can build on the work initiated by the Memphis Medical District Collaborative and the Urban Land Institute that trains a network of emerging developers to complete small-scale development projects such as fourplexes, a small commercial building within an anchor, or a cluster of detached, single-family houses. To provide support to developers who may not have the capital or development experience, the City should provide training opportunities on different housing products and financing options. Development projects should be focused in anchors or anchor neighborhoods and should benefit from the use of a variety of funding sources.

Research on single and multifamily lending shows how some neighborhoods have difficulty accessing mortgage loans. There may be many causes for the lack of mortgage lending – low appraisals,

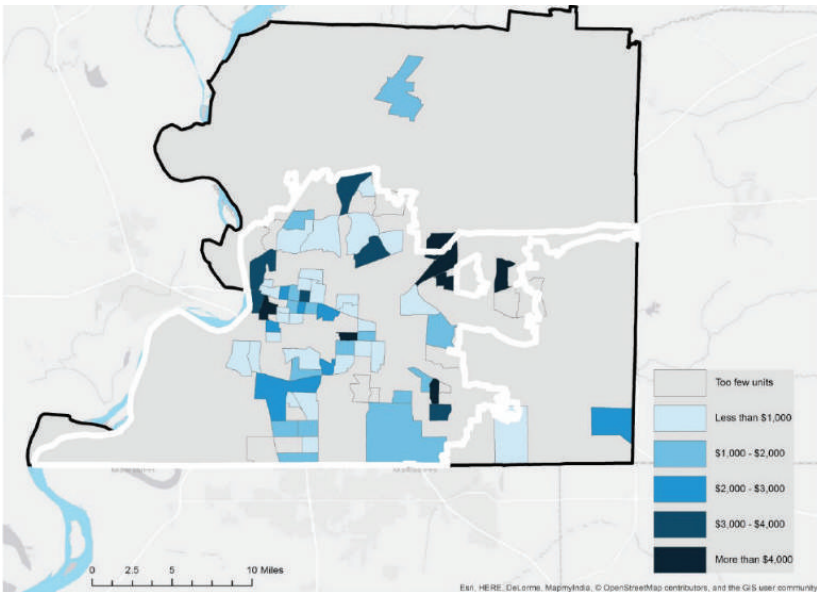
fewer credit worthy borrowers, limited collateral and more - and this shows a need to work beyond the traditional lending tools. Development in these areas will need to be supported by alternate financing tools that may be provided by non-profit or philanthropic underwriting, strategic lending through the CDFI network, or pooling funds through the CRA Association.



Photo: City of Memphis



Urban Institute, 2011 -2015
Average Annual \$ single family loans/single family housing
Shelby County



Urban Institute, 2011 -2015
Average Annual \$ multifamily loans per multifamily housing
Shelby County

ACTIONS

- 7.2.1**

Identify emerging developers to implement small-scale development practices by partnering with local community development corporations (CDCs) and community-based organizations.
- 7.2.2**

Build and sustain effective training opportunities for CDCs and small developers to do a range of housing mixed-use projects by sharing decision-making with neighborhood organizations and grounding strategies in neighborhood scale.
- 7.2.3**

Decrease risk for private developers to work in distressed communities by aligning public investments and other financial tools.
- 7.2.4**

Develop and encourage capacity building with existing CDCs by providing support through leadership training, technical assistance, and educational workshops to local organizations and residents.
- 7.2.5**

Create a rental registry ordinance to require a local, registered agent for property owners who reside outside of the City limits to maintain the property and address any code issues that may arise.
- 7.2.6**

Identify financing alternatives to support real estate development in distressed communities.
- 7.2.7**

Identify and fund housing improvement programs that assist older homeowners in repairing and modernizing their homes supporting their ability to age in place.
- 7.2.8**

Promote collaborations with the Community Development Financial Institutions (CDFI) network and Community Reinvestment Act (CRA) Association to fill financing gaps in single family and multifamily lending in communities that suffer from a lack of capital.
- 7.2.9**

Implement housing programs that are designed to emphasize cooperation between mortgage lenders and applicants for the improvement of housing conditions.

OBJECTIVE

7.3

Ensure benefits of growth, improvement, and development extend to all communities

The benefits of growth and the recommendations proposed must offer benefits to all communities. The geographic size of the City and the finite capital improvement resources make it impossible to invest in all areas. Moreover, that strategy has not proved efficient as it spreads resources so thin that historically it has proven difficult to make an impact Citywide. There are ways that all communities can be supported and benefit from strategic growth and investment. Supporting equitable economic development by aligning the anchor typology with other financial incentives and tools provides a clear, coherent, and targeted growth strategy that builds on the assets of place. Other community-supporting tools should be enacted in the City such as Community Benefits Agreements (CBAs). Ranging in formality from informal agreements to adopted area regulations, CBAs can provide financial gain for the existing community as development occurs. CBAs are a new tool for Memphis that can make a clear statement that neighborhood residents should be direct beneficiaries to the improvements and development of their neighborhoods.

The City and its partners should support and rely on the expertise

of certified housing counseling agencies to support prosperous and affordable communities. These experts have the capacity to work with consumers on a variety of housing needs that may include providing access to information and housing resources, guidance on achieving and sustaining homeownership, and advocating for tenants' rights. Agencies that evaluate housing programs should formalize their collaboration to ensure that housing conditions in the City are adhering to fair housing and maintenance standards. Community wealth building can also support prosperous communities and should be encouraged by offering support for small businesses through collaboration with groups such as Epicenter and through neighborhood stabilization efforts.



Photo credit: City of Memphis

ACTIONS

- 7.3.1** Support the development of accessible housing for people with disabilities within anchors and along frequent transit routes.
- 7.3.2** Promote diverse types of housing in areas targeted for infill development by adjusting the zoning code and applying financial incentives.
- 7.3.3** Create a variety of housing choices in anchor neighborhoods areas that can meet a variety of incomes, abilities, and aging needs.

- 7.3.4** Develop pathways to homeownership with alternative housing choices (such as housing co-ops) by facilitating mentorship through nonprofits, community members, and finance institutions.
- 7.3.5** Align and expand incentives to community-designated anchors through existing community partners and by developing initiatives with public and private funding sources.
- 7.3.6** Create community benefits agreements with developments and community members to establish clear benefits and expectations for community.

- 7.3.7** Advance community wealth building by supporting small business opportunities, job training, and education opportunities within the community.
- 7.3.8** Minimize residential displacement as a result of redevelopment activity by maintaining affordability within existing activity.
- 7.3.9** Offer education against predatory lending and financially literacy by partnering with local lenders and community schools and colleges.
- 7.3.10** Amend and adopt current versions of the International Property Maintenance Code as applicable.

ACTIONS (CONTINUED)

7.3.11 Strategically use land banking policies to support local and community-based ownership of land and housing stock by aligning blight prevention efforts, tax and code enforcement, and existing and planned neighborhood investments.

7.3.12 Address the causes of homelessness resulting from poverty by supporting workforce training, access to transportation, access to affordable childcare, and other strategies to support low-income residents the ability to afford housing.

7.3.13 Continue collaboration between public agencies and homeless service providers to provide affordable housing, transitional housing, shelters, and services needed to support homeless persons.

7.3.14 Ensure compliance with the federal Fair Housing Act to provide equal access to housing and prevent unfair lending practices.

7.3.15 Initiate a food accessibility study to assess food access need when neighborhood-serving grocery stores close.

7.3.16 Promote universal design to accommodate persons with disabilities and to facilitate the ability of residents to age in place in their homes and neighborhoods.

7.3.17 Increase the number of housing units that are accessible using appropriate design standards and codes

7.3.18 Ensure that the Consolidated Plan and subsequent Annual Action Plans are consistent with the Comprehensive Plan and small area plans.

7.3.19 Support the Housing First approach to combat and end homelessness.



Photo credit: Yancy Villa-Calvo

OPPORTUNITY



Goal 8

ENGAGED COMMUNITIES

The success of the Comprehensive Plan depends not only on the actions of City government, but the involvement of community partners and empowerment of the City’s residents. The goal of Engaged Communities builds off extensive input during the planning process for the Memphis 3.0 Comprehensive Plan. More than 15,000 Memphians participated in the plan process in some form – by attending a community meeting, taking a survey, or serving as a community outreach partner. The plan seeks to further the goal of Engaged Communities through objectives of promoting greater inclusion in decision-making, building a culture of effective citizen planning, and continuing efforts to share public data and information.

OBJECTIVE

8.1

Build a culture of effective citizen planning and cross-functional partnerships with inclusion of traditionally marginalized populations

Decisions made in City government are not always made with input from those who are impacted directly by them. The perception that decisions made are not beneficial to the majority and only benefits certain neighborhoods or parts of the City continues to exist.

This leads to citizens feeling left out of the decision-making process and that City government is not responsive to their needs. As demographics continue to shift in Memphis, it is imperative to include all citizens in the decision-making process, but especially those who have been traditionally left out of the process.

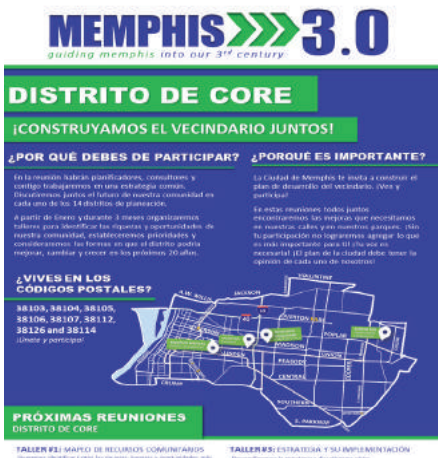
City leaders and departments should engage with the community in a way that encourages maximum participation. It can be done by including citizens on decision-making boards or allowing the public to participate in the budgeting process for City projects. While it can be a daunting task, it is necessary. The decision-making process will become more equitable when transparency and inclusion increased. Citizens will see where they fit in and offer a different point of view with a chance for innovation and new direction. Ultimately, Memphis can become the inclusive City it strives to be. Including the public in the decision-making process is a step in the right direction toward building a culture of effective citizen planning; however, educating citizens about the process and the power they possess is also critical.

According to the International Association for Public Participation, the spectrum for public participation begins with informing the public and ends with the public being empowered. Increasing honest and meaningful participation and empowerment can become a norm in Memphis if the City forms a partnership with residents and other agencies, and the City is heading in that direction. The City should support and seek to work with existing coalitions (networks of people working on a certain cause or issue) to further empower residents to direct change. The

City can decrease the top-down nature of community improvement by working directly with community development organizations to deliver services that are predominately community-based.

The public should understand the planning process and the tradeoffs involved. For example, if the City increases the budget for street paving, other parts of the budget may be cut to make up the difference. Urban Land Institute's (ULI) Urban Plan provides an activity that immerses people into a development exercise that focuses on trade-offs and balance. BLDG Memphis and other agencies like ULI have been working to elevate planning topics and bring planning practitioners and citizens together to develop a mutual understanding of dynamics of growth and development.

A key tenet to building effective resident-led planning and collaborative partnerships is implementation and follow-through. Areas where public participation is low are often areas where people feel that their voices will not change conditions and they may feel powerless. To support and build the planning culture in Memphis, people must be empowered; they must see wins in their participation and that their recommendations and feedback have resulted in progress for their community.



ACTIONS

- 8.1.1 Construct a set of principles that all City departments use for engaging residents and stakeholders.
- 8.1.2 Expand community membership on decision-making boards to promote greater inclusion.

- 8.1.3 Test a participatory budgeting process for small-scale neighborhood projects.
- 8.1.4 Utilize a variety of public engagement tactics to receive community input.
- 8.1.5 Create an engagement review process to ensure effective engagement processes for the community.

- 8.1.6 Identify a funding source for small-scale, planning demonstration projects.
- 8.1.7 Educate residents on and promote the importance of urban planning and involving residents in the process.

ACTIONS (CONTINUED)

- 8.1.8** Collaborate with community members and agencies in the creation and implementation of small area plans.
- 8.1.9** Support, build, and expand community coalitions to broaden citizen engagement.
- 8.1.10** Use incremental development projects to engage citizens in neighborhood improvement.
- 8.1.11** Increase community participation by using public art, better design, and other creative engagement tools.
- 8.1.12** Create clear access to City programs and services for all neighborhood based organizations.
- 8.1.13** Maximize citizen participation through additional amenities at public meetings that may include providing food and beverages, child care, and accessibility accommodations.
- 8.1.14** Increase capacity of neighborhood-based organizations by providing contractual opportunities for the delivery of community-based services.
- 8.1.15** Monitor and use new technology to share information with the public.
- 8.1.16** Encourage development of partnerships within the community and neighborhood associations by incorporating a regular meeting schedule of neighborhood leaders and City officials.



Photo credit: Yancy Villa-Calvo

OBJECTIVE

8.2

Improve public information sharing and communications for a responsive government and informed citizen base

Regularly sharing information and having a feedback loop for residents is critical in building trust and ensuring people have the opportunity to be involved in their community. The City has made great strides in transparency and information sharing through the Mayor's Performance Dashboard. Recommendations to improve public information sharing focus on supporting and building coalitions and broadly disseminating and receiving information that is pertinent to the development of the community. As Memphis becomes more diverse, the City should provide print, web, and verbal information in Spanish and should promote that other public agencies do the same. Communication for areas where a higher concentration of people who speak English as a second language should also be translated into the appropriate language. The City can use communication liaisons to bridge the language gap.

Many residents are unaware of City programs like sidewalk repair assistance for individuals with low incomes and entrepreneur support programs, and this speaks to the need for better publicity and reach of government-offered programs. Moreover, several agencies in the City host public meetings and community input sessions. Quality of

public engagement could be increased if all City agencies that lead community engagement activities meet quarterly to discuss ways to collaborate, increasing the likelihood that residents are provided with more complete information about their community and expanding information sharing.

The City should use its resources like community centers, libraries and other City buildings to disseminate and receive information. The City can use technology to receive and respond to resident requests. Additionally, the City should work with other public agencies to share and disseminate information related to improvements and changes in the community.



Photo credit: Yancy Villa-Calvo

ACTIONS

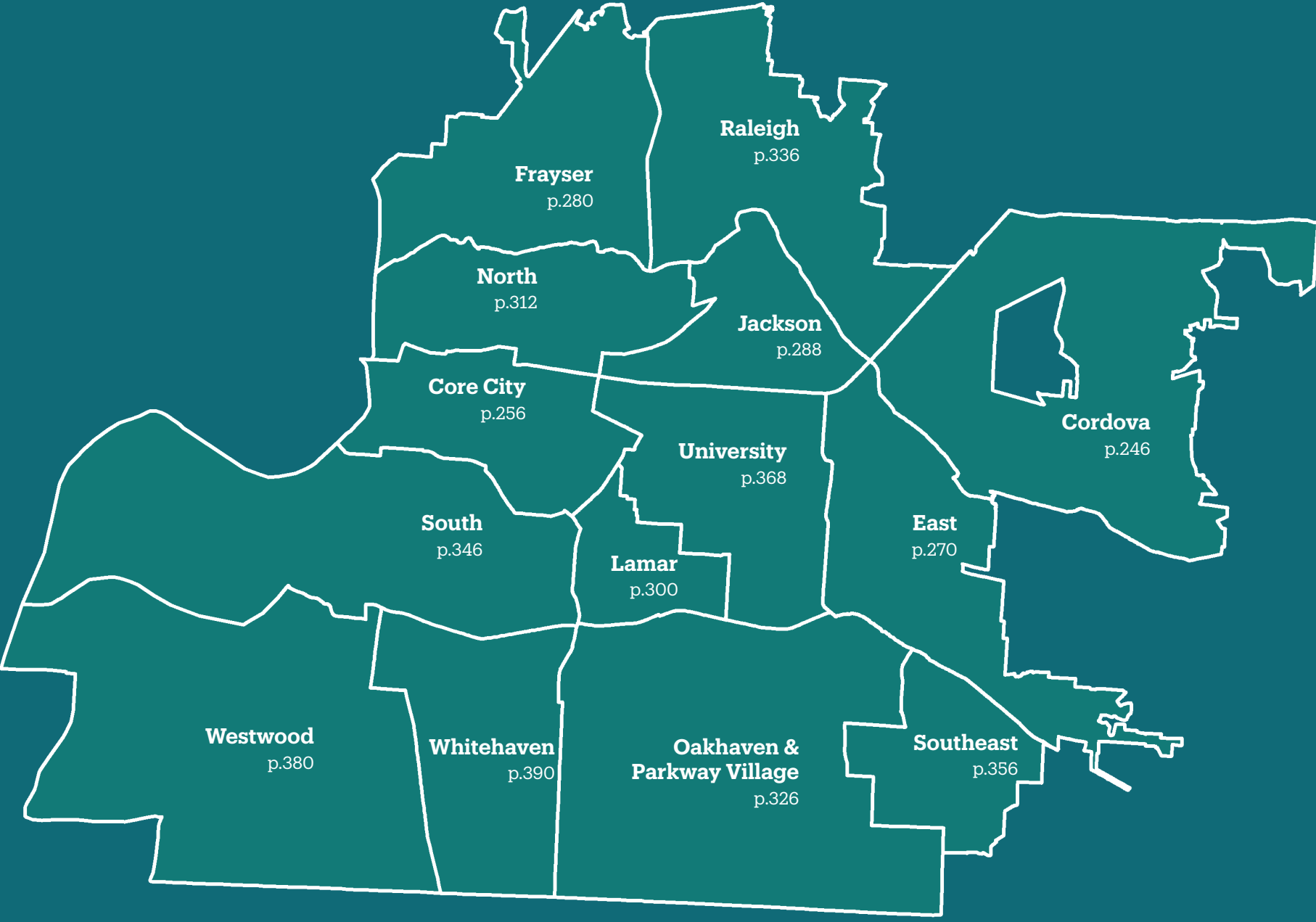
- 8.2.1 Provide information in English and Spanish while maintaining sensitivity to other native languages in specific communities.
- 8.2.2 Ensure the City website is be the central digital hub of information, events, and community organization engagement.
- 8.2.3 Expand communication by simplified information and using a broader range of media for dissemination.

- 8.2.4 Encourage collaboration between City agencies whose main function is community engagement.
- 8.2.5 Improve the timing of information sharing to citizens for all City departments.
- 8.2.6 Continue the volunteer Memphis ambassador program to cultivate volunteers for the implementation of the Comprehensive Plan.
- 8.2.7 Make and publicize accommodations for persons with disabilities at public meetings and events.

- 8.2.8 Organize and promote the attendance of meetings and information sharing for the community when new development is proposed in the neighborhood.
- 8.2.9 Assess available communication channels such as faith-based organizations, community groups, community centers, and libraries for disseminating information to individuals regarding planning initiatives.

PART FOUR:

District Priorities



Using The Plan

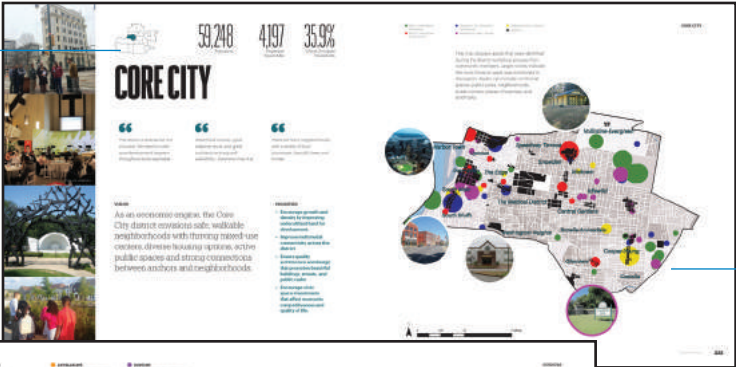
District Priorities

District priorities were developed through community conversations, the district workshop process, and by consulting past relevant neighborhood and area plans. District priorities identify the major issues provided by the community that should be resolved over time. Each district section contains implementation priorities, which include the initial projects the City and community should work jointly to address. The district process was co-facilitated by four architect and design groups: brg3s, Ray Brown Urban Design, Self+Tucker Architects, and

University of Memphis Design Collaborative. Each has unique strengths and perspectives that helped shape the process and the outcomes. Although the workshop process was identical for every district, illustrations presented in this section may vary based on contributing architect.

Facts.

The total population, square miles, and average annual household growth of the district, and other key facts about the area.

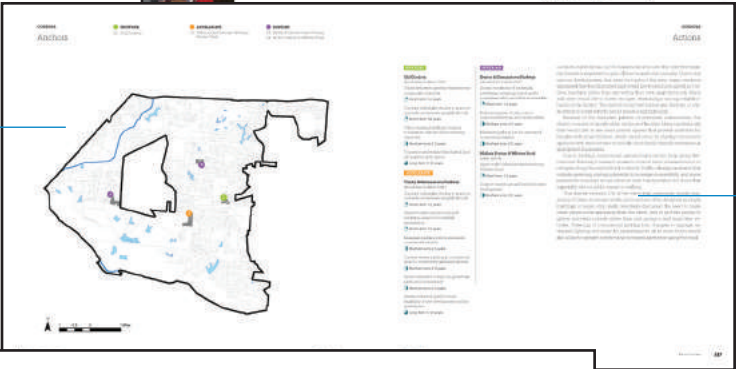


Community Character Map.

Displays the known neighborhoods and highlights places that were defined by the community as neighborhood assets.

Maps.

The district section contains maps that show future condition like streets, transit, land use and degree of change.



Anchor actions. Recommended actions identified by anchor or land use designation and include estimated timeframes for completion.



Implementation priorities.

Summarizes the initial actions recommended first in the district.



Photo credit: Gary S. Whitlow



Photo: Gary S. Whitlow



Photo: UAC, Sherri Hunter



Photo: City of Memphis



99,601
Population

1,639
People per
Square Mile

57.6%
Owner Occupied
Households

CORDOVA

“

Our neighborhoods are strong and stable but not connected – streets and neighborhoods are cut off from each other.

“

Cordova is thriving. I came back here after 10 years and love what it offers for my kids and me.

“

We have it all – stores, restaurants, neighborhoods and schools. We want it to remain that way.

VISION

The Cordova District is a stable, thriving community with strong and cohesive neighborhoods. Building on its strong commercial corridors, Cordova remains as an area with plentiful retail and dining options. Development focuses on connecting existing and new neighborhoods and increasing pedestrian safety.

PRIORITIES

- **Improve pedestrian, transit and cyclist safety, accessibility, and infrastructure**
- **Integrate greener designs into commercial lots and parking areas**
- **Maintain existing commercial footprints through aesthetic improvements**
- **Foster strong relationships and pride within neighborhoods, while uniting residents across Cordova**

- Parks, Green space, Recreation

Museums, Art, Education, Architecture

Neighborhoods, Districts
- Retail, Commercial, Employment
- Restaurants, Bars, Venues
- Anchors

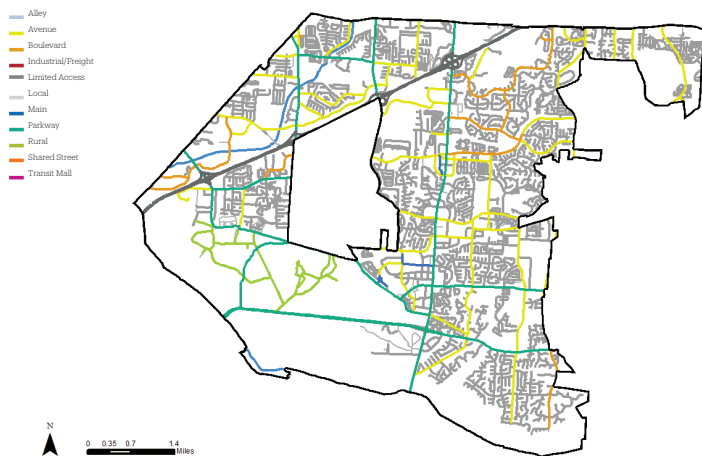
This map displays assets that were identified during the district workshop process from community members. Larger circles indicate the more times an asset was mentioned in discussion. Assets can include communal spaces, public parks, neighborhoods, street corners, places of business, and landmarks.



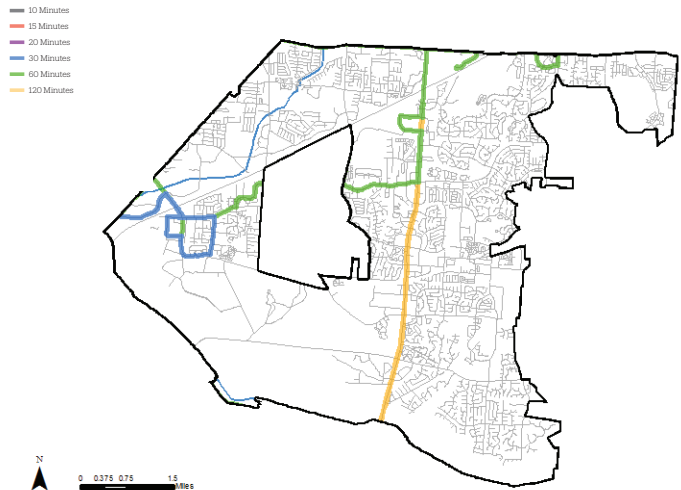
Connecting the District

The following maps show important networks and features of the district. Anchors and district actions should be supportive of connecting anchors and major corridors to employment centers, greenways and parks, and areas of opportunity.

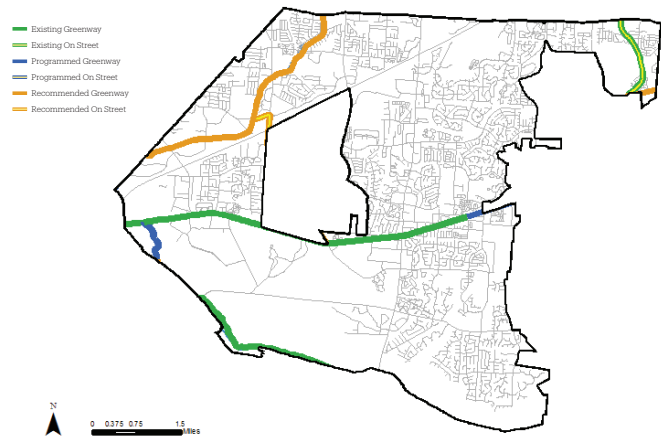
Full district profiles are available at memphis3point0.com



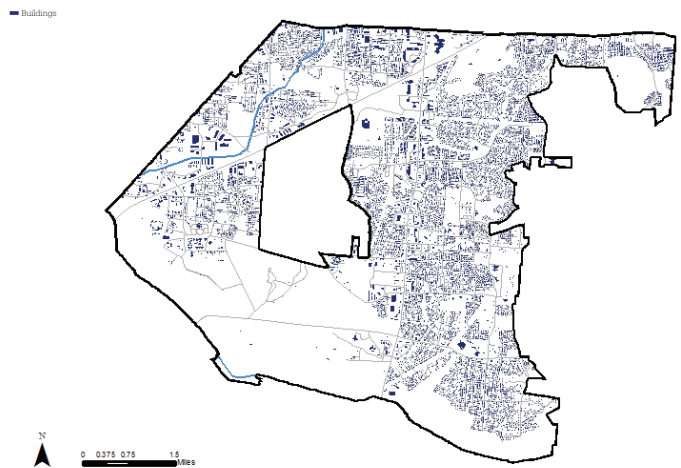
Street Network. The map shows the types of streets in the district. street improvements should focus on connecting anchors with the rest of the district and improving pedestrian and cyclist safety.



Transit Network 2022. The map shows the future transit network and anchors for the district. Each color indicates route frequency (i.e., 30 minutes). To support multimodal transit, anchors, and major corridors should be well-connected to employment centers.



Greenprint. The map above shows the Greenprint network of proposed and existing trails.



Building Footprint. The map shows the existing buildings in the district along with open spaces. A building footprint can indicate the type and size of a building along with the space between buildings.



Photo: City of Memphis



Photo: City of Memphis



Photo: City of Memphis



Photo: City of Memphis

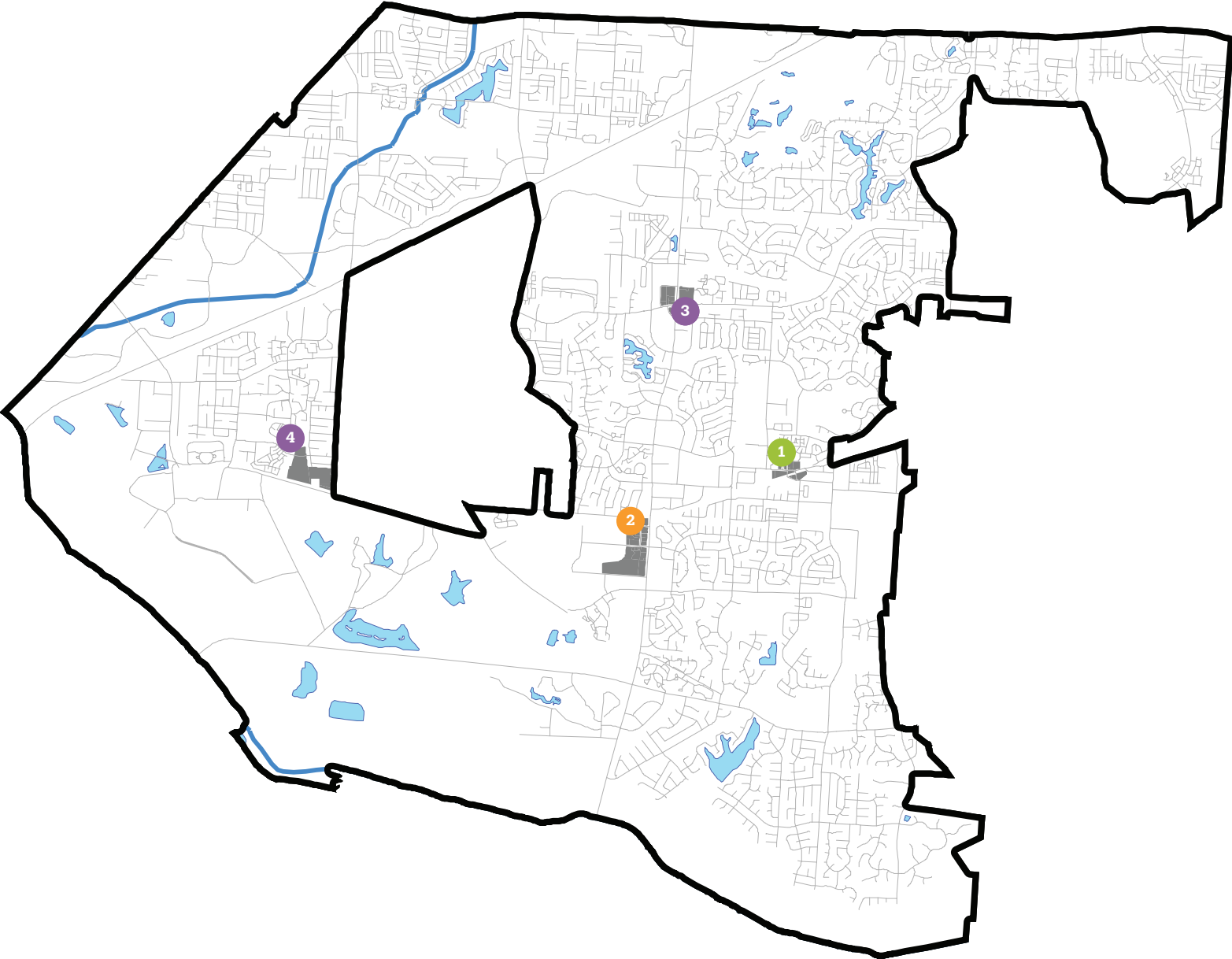
Anchors

- NURTURE

01 Old Cordova
- ACCELERATE

02 Trinity & Germantown Parkway/
Fischer Steel
- SUSTAIN

03 Dexter & Germantown Parkway
04 Mullins Station & Whitten Road



Actions

NURTURE

Old Cordova

NEIGHBORHOOD MAIN STREET

Create attractive gateway that enforces community character.

Short-term 1-2 years

Conduct walkability studies to improve connections between neighborhoods.

Short-term 1-2 years

Utilize existing building footprints to maximize density while retaining character.

Medium-term 2-5 years

Transition underutilized industrial land into passive open space.

Long-term 5-10 years

ACCELERATE

Trinity & Germantown Parkway

NEIGHBORHOOD MAIN STREET

Conduct walkability studies to improve connections between neighborhoods.

Short-term 1-2 years

Assess transitional land use and industrial areas for brownfield remediation.

Short-term 1-2 years

Maximize parking lots for increased commercial density.

Medium-term 2-5 years

Convert excess parking in commercial areas to community gathering spaces.

Medium-term 2-5 years

Install sidewalks to improve pedestrian safety and connectivity.

Medium-term 2-5 years

Assess industrial land for reuse feasibility of new development and/or green space.

Long-term 5-10 years

Support the creation of a Germantown Parkway corridor association to support and advocate for corridor businesses and adopt adjacent public space.

Long-term 5-10 years

Decrease block size and support walkability by introducing greenways and small scale infill development.

Long-term 5-10 years

Encourage reuse of vacant commercial spaces through incentives.

Long-term 5-10 years

SUSTAIN

Dexter & Germantown Parkway

NEIGHBORHOOD MAIN STREET

Assess conditions of sidewalks, pedestrian crossings, bus stops for pedestrian safety and ADA accessibility.

Short-term 1-2 years

Reduce number of curb cuts to improve pedestrian and cyclist safety.

Medium-term 2-5 years

Maximize parking lots for increased commercial density.

Medium-term 2-5 years

Improve Fletcher Creek greenway with bike and walking path.

Medium-term 2-5 years

Connect Fletcher Creek greenway with existing anchors and other civic assets.

Medium-term 2-5 years

Mullins Station & Whitten Road

URBAN CENTER

Apply traffic calming measures along Whitten Road.

Short-term 1-2 ye

Support mixed-use and mixed income development.

Medium-term 2-5 years

Cordova currently has 31,575 households, and over the next five years, the district is projected to gain 211 net households annually. Due to the various developments that exist throughout the area, many residents expressed that they feel disjointed and would like to feel more united as Cordova residents rather than just within their own neighborhoods. Many said they would like to foster stronger relationships among neighborhoods in the district. The district could host barbecues, festivals, or other events in order to form bonds across neighborhoods.

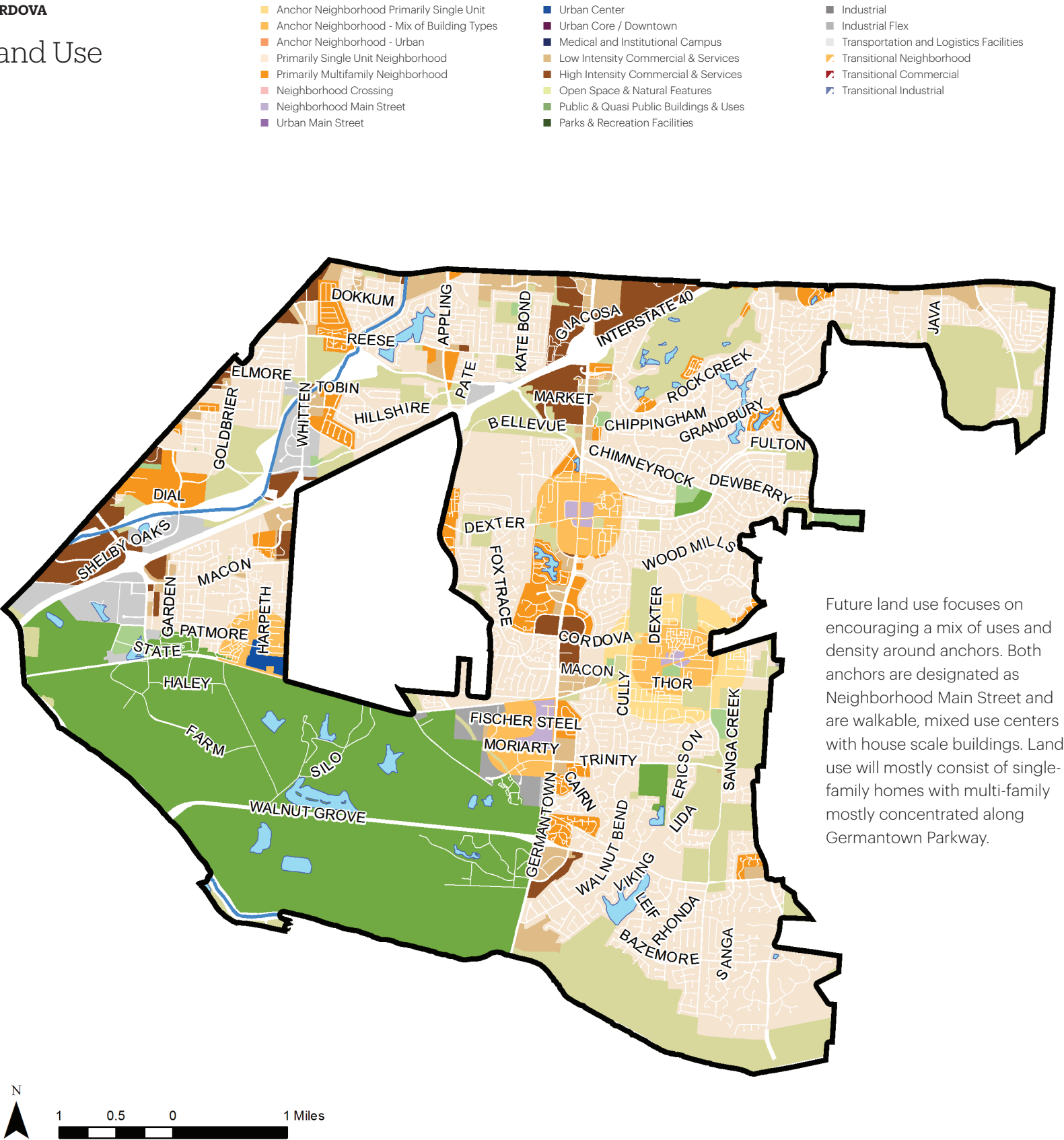
Because of the suburban pattern of individual communities, the district consists of mostly older adults and families. Many residents say they would like to see more private spaces that provide activities for families with small children, which could occur by sharing community opinions with store owners to include more family-friendly recreation at appropriate businesses.

Due to the high commercial uses and auto-centric form along Germantown Parkway, it makes it unsafe to cross at major intersections or to navigate along the road without a vehicle. Traffic calming measures include greening and paving sidewalks to increase connectivity, and more pedestrian crossings would allow for safer transportation for those who rely on public transit or walking.

This district contains 22% of the City's retail commerce, mostly consisting of chain stores and restaurants and are often designed as single buildings or larger strip malls. Residents discussed the need to make these places more appealing from the street, and to provide the opportunity for people to gather and relax outside rather than only going to and from their vehicles. Greening of commercial parking lots, changes to signage, increased lighting, and areas for pedestrians to sit at store fronts would also allow for greater comfort and increased aesthetics along the road.

CORDOVA

Land Use



Implementation Priorities

Investing in Accelerate Anchors

Due to the major traffic along Germantown Parkway, this intersection is unsafe to travel as a pedestrian and difficult to navigate to Shelby Farms Park. By encouraging traffic calming measures, pedestrian visibility can be increased so that residents from local communities may access the park with other modes of transportation besides a car. There is potential in this anchor to provide pedestrian refuge and resting spaces throughout the commercial parking lots as a pathway from extended neighborhoods to Shelby Farms Park. The existing industrial land is potential for community green space after brownfield assessment and revitalization.



Photo: City of Memphis

The anchor consists of commercial development on all sides of the intersection, with industrial manufacturing and baseball fields located West on Trinity Road. Housing surrounding the anchor is mostly single family with some multi-family.



Design Concept by Self+Tucker Architects

Shelby Farms Park and the Shelby Farms Greenline are near the anchor and can continue to be a source of physical recreation with enhancements over time.



Design Concept by Self+Tucker Architects

Short term. Provide safety measures for pedestrians and cyclists at this major intersection along with areas of relaxation and rest for those accessing Shelby Farms or local stores.



Design Concept by Self+Tucker Architects

Long term. Assess industrial land for reuse feasibility of new development and/or green space.

Implementation Priorities

Investing in Accelerate Anchors

This rendering shows the transition of existing commercial and vacant land spaces into passive and active recreational uses along **Germantown Parkway** at the Trinity Road intersection. Currently, there is an abundance of industrial and open space land and vacant parking lots that could be transformed to more natural spaces for residents to gather and connect to the existing Shelby Farms Park access point. Existing commercial spaces are made more pedestrian friendly with the addition of trees and sidewalks along Germantown Parkway.





Photo: City of Memphis



Photo: City of Memphis



Photo: City of Memphis



Photo: City of Memphis



50,468
Population

4,475
People per
Square Mile

31.3%
Owner Occupied
Households

CORE CITY

“

The district is diverse but not inclusive. We need to make sure development happens throughout and is equitable.

“

Great food choices, great adaptive reuse, and great architecture along with walkability - Downtown has it all.

“

There are many neighborhoods with a variety of local businesses, beautiful trees, and homes.



VISION

As an economic engine, the Core City district envisions safe, walkable neighborhoods with thriving mixed-use centers, diverse housing options, active public spaces, and strong connections between anchors and neighborhoods.

PRIORITIES

- **Encourage growth and density by improving underutilized land for development**
- **Improve multimodal connectivity across the district**
- **Ensure quality architecture and design that promotes beautiful buildings, streets, and public realm**
- **Encourage civic space investments that affect economic competitiveness and quality of life**

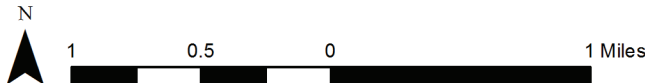
- Parks, Green space, Recreation

■ Retail, Commercial, Employment
- Museums, Art, Education, Architecture

■ Restaurants, Bars, Venues
- Neighborhoods, Districts

■ Anchors

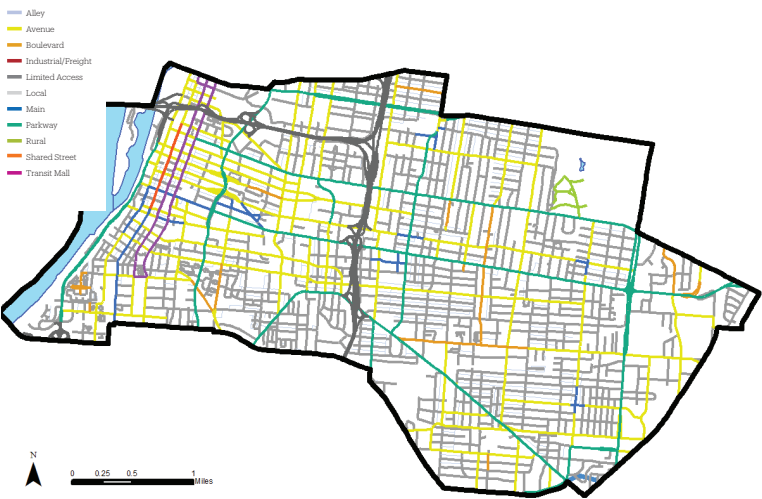
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Connecting the District

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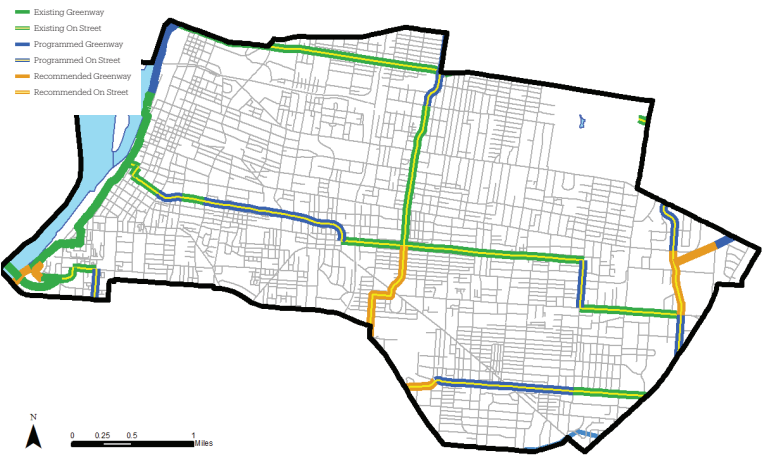
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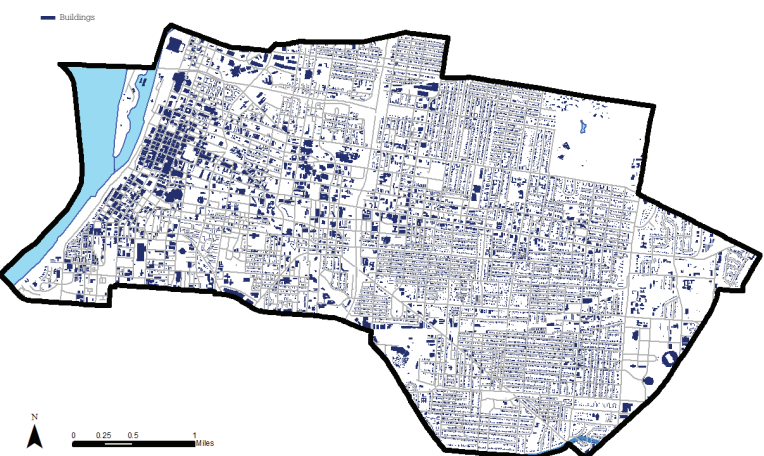
Street Network. The map shows the types of streets in the district. street improvements should focus on connecting anchors with the rest of the district and improving pedestrian and cyclist safety.



Transit Network 2022. The map shows the future transit network and anchors for the district. Each color indicates route frequency (i.e., 30 minutes). To support multimodal transit, anchors, and major corridors should be well-connected to employment centers.



Greenprint. The map above shows the Greenprint network of proposed and existing trails.



Building Footprint. The map shows the existing buildings in the district along with open spaces. A building footprint can indicate the type and size of a building along with the space between buildings.



CORE CITY

Anchors

NURTURE

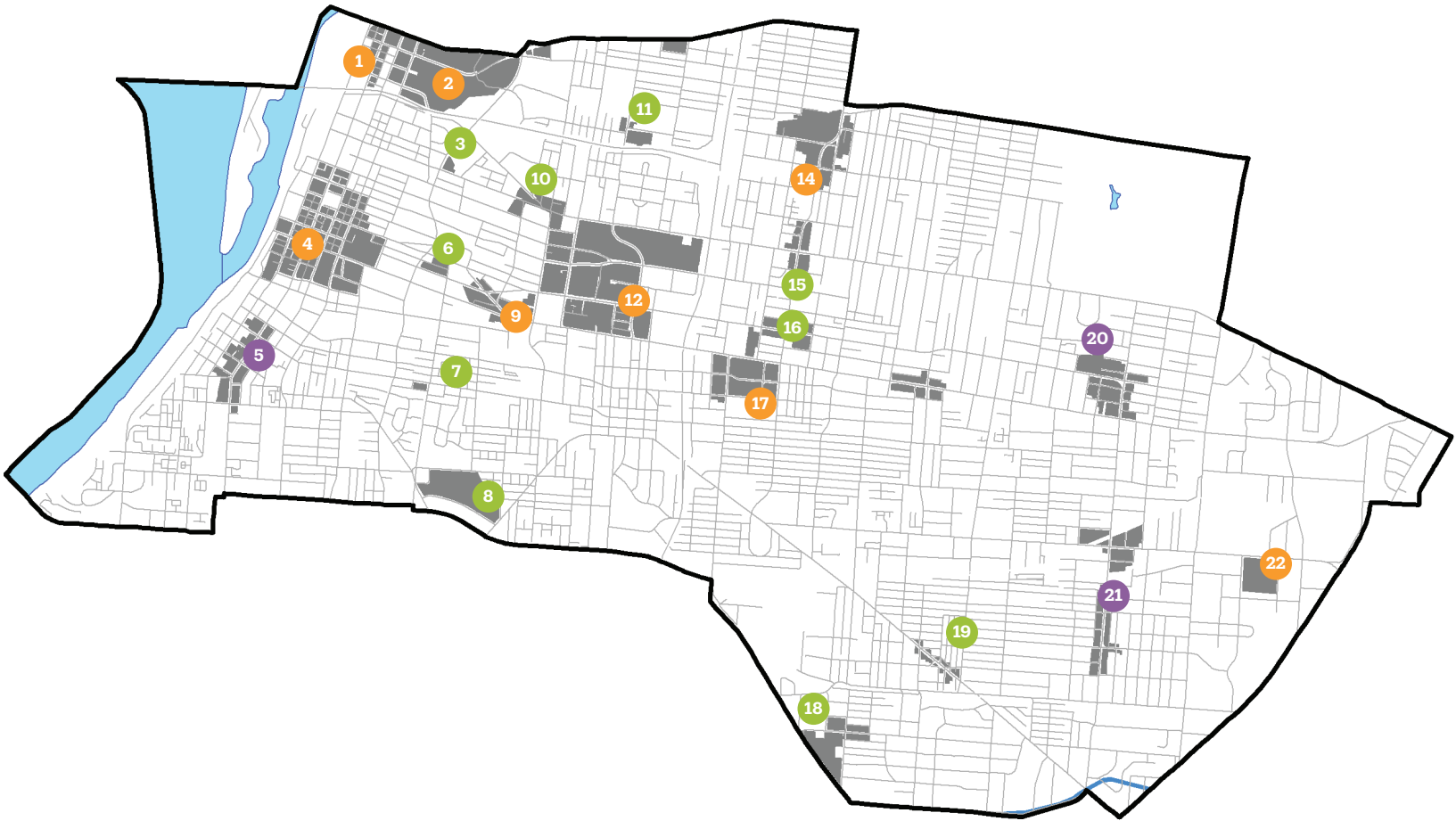
- 03 Poplar & Danny Thomas
- 06 Madison & Danny Thomas
- 07 Lauderdale & Vance
- 08 Mississippi & Georgia
- 10 Poplar & Alabama
- 11 Ayers & JW Williams
- 15 Poplar & Cleveland
- 16 Cleveland & Madison
- 18 Netherwood & Willett
- 19 Lamar & McLean

ACCELERATE

- 01 Pinch District
- 02 St. Jude
- 04 Downtown
- 09 The Edge
- 12 Memphis Medical Center
- 14 Crosstown
- 17 Methodist University Medical Center
- 22 Central & Early Maxwell/Fairgrounds

SUSTAIN

- 05 South Main
- 20 Overton Square
- 21 Cooper Area



Actions

NURTURE

Poplar & Danny Thomas

NEIGHBORHOOD MAIN STREET

Encourage mixed-use development through incentives at anchors.

Medium-term 2-5 years

Identify alternate uses for vacant land such as urban forestry/agriculture, parks, open space, or interim uses.

Short-term 1-2 years

Identify opportunities to improve commercial and retail on Poplar Ave through infill and renovation.

Long-term 5-10 years

Promote programs to preserve and improve the character and appearance of the existing neighborhood.

Long-term 5-10 years

Follow all other actions listed in the adopted Uptown Community Plan, 2018.

Long-term 5-10 years

Madison & Danny Thomas

NEIGHBORHOOD MAIN STREET

Follow the comprehensive Streets Plan to calm traffic around anchors for safety, access, and commerce for all modes of transportation.

Short-term 1-2 years

Encourage mixed-use development through incentives at anchors with vacant and blighted properties.

Short-term 1-2 years

Identify alternate uses for vacant land, such as urban forestry/agriculture, parks, open space or interim uses.

Short-term 1-2 years

Lauderdale & Vance

NEIGHBORHOOD CROSSING

Integrate better design in public spaces to create enjoyable places to stay and contribute to the economic viability of an anchor.

Short-term 1-2 years

Assess ADA compliance at sidewalks along anchors and key corridors.

Short-term 1-2 years

Encourage commercial property owners to include public art in frontage upgrades.

Short-term 1-2 years

Mississippi & Georgia

NEIGHBORHOOD CROSSING

Encourage use of lighting and public art at underpasses throughout the district.

Short-term 1-2 years

Encourage mixed-use development through incentives at anchors with vacant and blighted properties.

Medium-term 2-5 years

Identify alternate uses for vacant land such as urban forestry/agriculture, parks, open space or interim uses.

Long-term 5-10 years

Poplar & Alabama

NEIGHBORHOOD CROSSING

Conduct an environmental assessment for the area.

Short-term 1-2 years

Develop neighborhood gateway.

Long-term 5-10 years

Support streetscape projects to reduce traffic speed.

Short-term 1-2 years

Conduct corridor or anchor small area plans to assess current conditions and establish future development desire/strategy.

Short-term 1-2 years

Support civic institutions including the Carnes Schools and Tom Lee Pool.

Short-term 1-2 years

Promote a mix of housing types.

Medium-term 2-5 years

Support appropriate improvements to single-family homes along and north of Galloway east of Ayers.

Short-term 1-2 years

Strengthen connections to the area south of Route 40 through improved streetscapes, lighting and art under Route 40.

Support addition of new green/park space.

Short-term 1-2 years

Support the opening of the Collins Chapel Health and Rehabilitation Center.

Medium-term 2-5 years

Ayers & JW Williams

NEIGHBORHOOD CROSSING

Integrate better design in public spaces to create enjoyable places to stay and contribute to the economic viability of an anchor.

Short-term 1-2 years

Encourage mixed-use development through incentives at anchors with vacant and blighted properties.

Medium-term 2-5 years

Encourage use of lighting and public art at underpasses throughout the district.

Short-term 1-2 years

Poplar & Cleveland

NEIGHBORHOOD CROSSING

Activate public space within anchors through design and programming to attract growth and density.

Increase density and affordability through mixed use development around anchors.

Long-term 5-10 years

Cleveland & Madison

NEIGHBORHOOD MAIN STREET

Incentivize the rehab and adaptive reuse of structures to reference the character of the neighborhood.

Medium-term 2-5 years

Encourage mixed-use development through incentives at anchors with vacant and blighted properties.

Medium-term 2-5 years

Identify alternate uses for vacant land such as urban forestry/agriculture, parks, open space, or interim uses.

Long-term 5-10 years

Netherwood & Willett

NEIGHBORHOOD CROSSING

Assess ADA compliance at sidewalks along anchors and key corridors.

Short-term 1-2 years

Identify funding to support small, hyper-local businesses that serve the immediate community through their products and community programming or support.

Medium-term 2-5 years

Activate public space within anchors through design and programming to attract growth and density.

Long-term 5-10 years

Lamar & McLean

NEIGHBORHOOD MAIN STREET

Incentivize the rehab and adaptive reuse of structures to reference the character of the neighborhood.

Medium-term 2-5 years

Encourage use of lighting and public art at underpasses throughout the district.

Short-term 1-2 years

Make investments to improve Glenview Park and Community Center.

Medium-term 2-5 years

Encourage mixed-use development through incentives at anchors with vacant and blighted properties.

Long-term 5-10 years

CORE CITY

Actions

ACCELERATE

Pinch District

URBAN CENTER

Decrease the minimum parking requirements for developments in anchors that create added value through pocket parks and other amenities.

Short-term 1-2 years

Incentivize the rehab and adaptive reuse of structures to reference the character of the neighborhood.

Short-term 1-2 years

Increase cultural identity around anchors through set-asides for public art and programming within public spaces.

Short-term 1-2 years

Encourage use of lighting and public art at underpasses throughout the district.

Short-term 1-2 years

Identify surface parking lots with near term development potential for acquisition for future development.

Short-term 1-2 years

Encourage parking structures that incorporate wraps of active mixed-use frontages.

Medium-term 2-5 years

Extend Overton Avenue to create connection from the Pinch District to the Pyramid.

Long-term 5-10 years

St. Jude

MEDICAL DISTRICT/INSTITUTIONAL CAMPUS

Encourage use of lighting and public art at underpasses throughout the district.

Short-term 1-2 years

Encourage mixed-use development through incentives at anchors.

Medium-term 2-5 years

Identify alternate uses for vacant land such as urban forestry, urban agriculture, parks, public, open space, or interim uses.

Long-term 5-10 years

Downtown

DOWNTOWN

Encourage parking structures that incorporate wraps of active mixed-use frontages.

Short-term 1-2 years

Decrease the minimum parking requirements for developments in anchors that create added value through pocket parks and other amenities.

Short-term 1-2 years

Incentivize the rehab and adaptive reuse of structures to reference the character of the neighborhood.

Medium-term 2-5 years

Increase cultural identity around anchors through set-asides for public art and programming within public spaces.

Short-term 1-2 years

Improve multimodal infrastructure to employment centers and within a mile to higher volume transit stops.

Long-term 5-10 years

The Edge

URBAN MAIN STREET

Increase cultural identity around anchors through set-asides for public art and programming within public spaces.

Short-term 1-2 years

Encourage use of lighting and public art at underpasses throughout the district.

Short-term 1-2 years

Incentivize the rehab and adaptive reuse of structures to reference the character of the neighborhood.

Medium-term 2-5 years

Improve connectivity between Downtown and the Medical District by regrading Danny Thomas.

Long-term 5-10 years

Memphis Medical Center

MEDICAL DISTRICT/INSTITUTIONAL CAMPUS

Encourage parking structures that incorporate wraps of active mixed-use frontages.

Short-term 1-2 years

Decrease the minimum parking requirements for developments in anchors that create added value through pocket parks and other amenities.

Short-term 1-2 years

Improve multimodal infrastructure to employment centers and within a mile to higher volume transit stops.

Long-term 5-10 years

Crosstown

URBAN CENTER

Decrease the minimum parking requirements for developments in anchors that create added value through pocket parks and other amenities.

Short-term 1-2 years

Increase cultural identity around anchors through set asides for public art and programming within public spaces.

Short-term 1-2 years

Encourage parking structures that incorporate wraps of active mixed-use frontages.

Medium-term 2-5 years

Improve roadway infrastructure at North Parkway and Cleveland to increase multimodal connectivity between North Memphis and Crosstown.

Long-term 5-10 years

Methodist University Medical Center

MEDICAL DISTRICT/INSTITUTIONAL CAMPUS

Encourage parking structures that incorporate wraps of active mixed-use frontages.

Short-term 1-2 years

Decrease the minimum parking requirements for developments in anchors that create added value through pocket parks and other amenities.

Short-term 1-2 years

Improve multimodal infrastructure to employment centers and within a mile to higher volume transit stops.

Long-term 5-10 years

Central & Early Maxwell/Fairgrounds

URBAN MAIN STREET

Decrease the minimum parking requirements for developments in anchors that create added value through pocket parks and other amenities.

Short-term 1-2 years

Increase cultural identity around anchors through set-asides for public art and programming within public spaces.

Short-term 1-2 years

Encourage parking structures that incorporate wraps of active mixed-use frontages.

Medium-term 2-5 years

Actions

SUSTAIN

South Main

URBAN MAIN STREET

Incentivize the rehab and adaptive reuse of structures to reference the character of the neighborhood.

Medium-term 2-5 years

Increase cultural identity around anchors through set-asides for public art and programming within public spaces.

Short-term 1-2 years

Encourage mixed-use development through incentives at anchors with vacant and blighted properties.

Medium-term 2-5 years

Identify surface parking lots with near term development potential for acquisition for future development.

Long-term 5-10 years

Overton Square

URBAN MAIN STREET

Identify surface parking lots with near term development potential for acquisition for future development.

Short-term 1-2 years

Incentivize the rehab and adaptive reuse of structures to reference the character of the neighborhood.

Medium-term 2-5 years

Cooper Area

NEIGHBORHOOD MAIN STREET

Integrate quality design in public spaces through park and neighborhood gateways, wayfinding systems, streetscapes, and road crossings.

Short-term 1-2 years

Increase cultural identity around anchors through set-asides for public art and programming within public spaces.

Short-term 1-2 years

Incentivize the rehab and adaptive reuse of structures to reference the character of the neighborhood.

Medium-term 2-5 years

Collaborate with community groups to reuse and reimagine vacant land and structures

Long-term 5-10 years

Identify surface parking lots with near term development potential for acquisition for future development

Long-term 5-10 years

The Core City district consists of Downtown and a diverse set of neighborhoods. One of the district's many assets is the cross-section of age, race, culture, and economic ranges. The district is home to some of the City's medical and educational institutions, large employers, and historic neighborhoods. Future development in the Core should be supported by encouraging growth and density in Core City anchors, along key corridors, and by identifying more productive uses for underutilized areas like vacant lots, parking lots, or abandoned buildings. Redevelopment should be a mix of rehabilitation and new construction with location preference given within anchors, anchor neighborhoods, and near existing assets. Mixed-use development should be encouraged and small-lot infill may take the form of townhomes, fourplexes, bungalows, and other housing types that encourage density across the district compatible with the future land use of the area.

Multifamily development should conform to heights defined within the land use framework. A mix of housing types and rental and owner occupied development will support a variety of incomes. Development in historic districts should adhere to established historic guidelines and subject to review of the Memphis Landmarks Commission. Other adaptive reuse strategies should be determined for closed schools and large, abandoned buildings.

The district contains a large employment center and should improve transit access and multimodal transportation infrastructure to support residents, employers, and future development. The proposed bus rapid transit (BRT) from Union & Second to Poplar & Highland should greatly improve the accessibility to jobs, medical facilities, and other major institutions via mass transit service every 10 minutes (at peak).

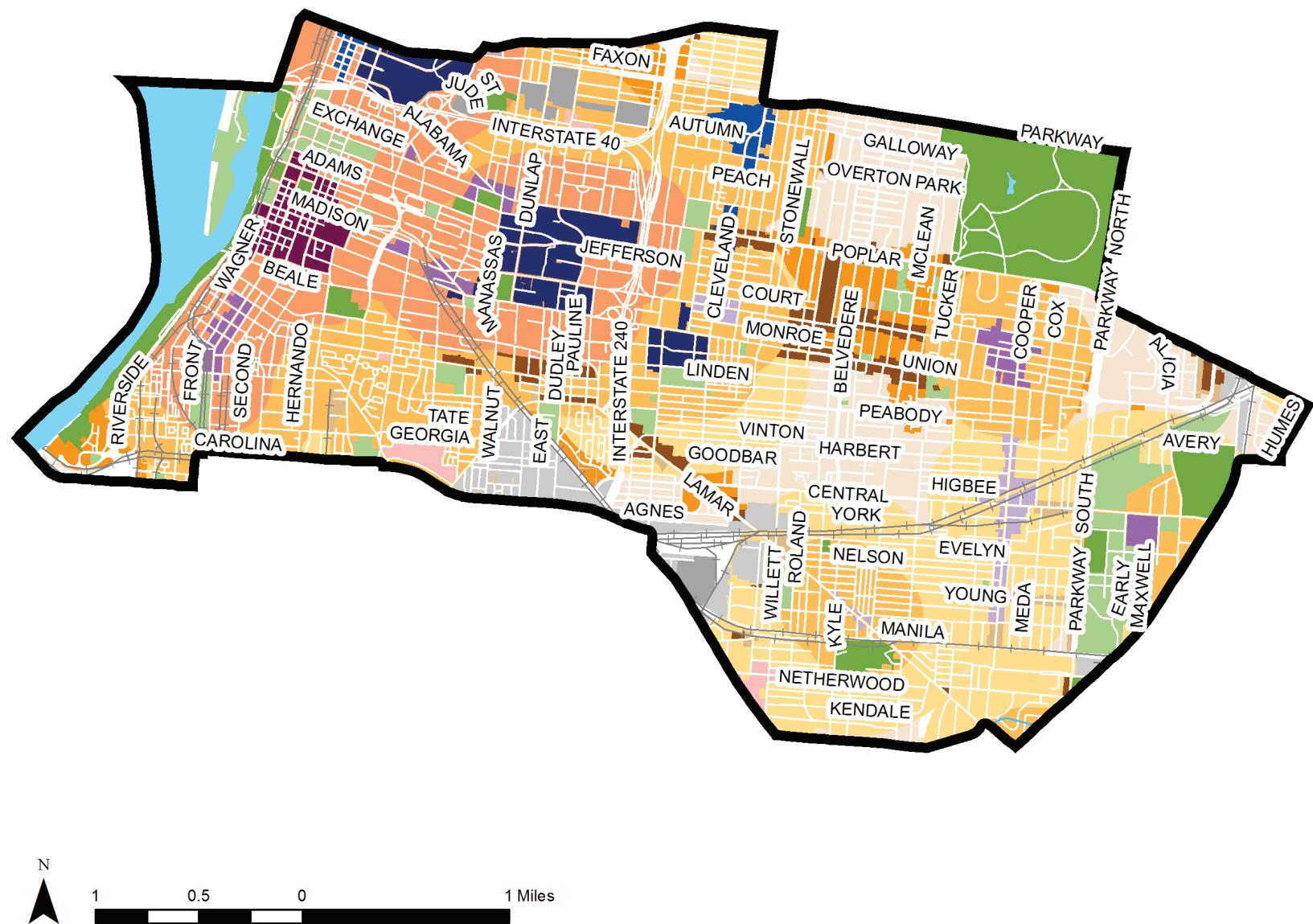
Additional roadway and sidewalk upgrades should be made along major corridors and around anchors to support ADA standards, pedestrians, and bicycle traffic. Streetscapes and other infrastructure should be used to slow traffic around areas of activity and traffic signalization improvements can be made to support reliable traffic flow. Other transportation improvements in the district should include visible crosswalks, increased or upgraded lighting at underpasses, and the addition of benches and other infrastructure that support a multimodal transportation system.

The City should encourage home builders and developers to develop with a high standard of design that fit within the context of the district. Building frontages throughout the district can improved using existing tools such as the Downtown Memphis Commission's Exterior Improvement Grant, EDGE's Inner City Economic Development (ICED) forgivable loans, or other loans offered through Community Development Financial Institutions (CDFIs) and private banks.

CORE CITY

Land Use

Because the Core City is a major employment center and has several institutions, it's one of the City's major anchors. The future land use of Core is dominated by anchors varying in intensity. Major civic assets are surrounded by anchor neighborhoods which suggests that investment should also support civic assets and public facilities.



Implementation Priorities

Investing in Accelerate Anchors

Investments and actions in accelerate anchors would be expedited in comparison to nurture or sustain anchors. More public and private investments will be encouraged through the strategic use of funding tools that not only provide economic benefits but community benefits as well. Because increased development and significant market activity is encouraged in accelerate anchors, actions will be developed as a part of the comprehensive plan for housing affordability to reduce the chance of displacement.



Present Day: Crosstown Improved circulation and connected bike infrastructure can support dense infill development. There is vacant land available for future development within the anchor neighborhood.



The Comprehensive Plan recommends following the specific guidance provided by the Downtown Master Plan related to investment priorities of the Downtown anchors. Other anchors to be accelerated include the Crosstown anchor and the Fairgrounds anchors.



Present Day: Fairgrounds The Fairgrounds anchor community will be supported by proposed City investment, the designation of a Tourism Development Zone (TDZ), and location within an Opportunity Zone. The anchor has land available for infill development and future investment can support and stabilize the surrounding neighborhoods.

Implementation Priorities

Investing in Nurture Anchors

The **Lamar & McLean** anchor is in a residential neighborhood with small commercial businesses and restaurants. Southern Avenue and the railroad are to the south of the anchor. The neighborhood has some vacant homes and businesses that are an opportunity for rehabilitation and reuse to preserve the design character. The image below illustrates open green spaces at the anchor and green space along the railroad that will provide a buffer. Improvements to and along Lamar Avenue include landscaped medians, street trees, and protected bike lanes which will provide better connections and safer conditions for pedestrians and bicyclists.



Implementation Priorities

Investing in
Nurture Anchors

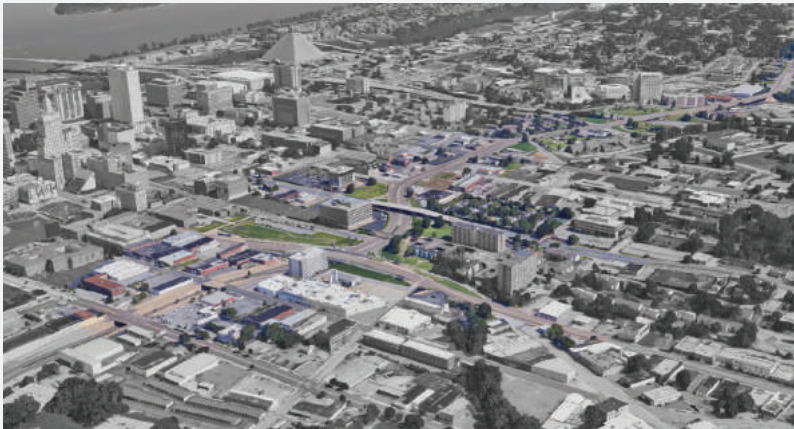
The **Poplar & Danny Thomas** anchor is shown with added density and infill in the rendering below. The building footprint and height are increased in new buildings with added landscaping and greenspace. The rendering depicts existing buildings in grey and new buildings in white. Shade trees and sidewalks are added to improve the pedestrian realm along the roadway. The streets at the intersection are painted in blue for aesthetic appeal. Danny Thomas is designated a parkway.



Implementation Priorities

Catalytic Infrastructure

The future development potential of the Core and the impact it can have on the City's ability to deliver services in all neighborhoods makes addressing infrastructure challenges essential for the City's growth.



Danny Thomas Community Connection. At-grade crossings on Danny Thomas at Jefferson and Madison is significant, long-term potential investment, but improves the roadway for all users and unlocks development potential. This project would better connect the Downtown Central Business District to the Medical District.



Circulation at North Parkway and Watkins. The redevelopment of the Crosstown Concourse has been a major source of pride and development for the City and the community surrounding it. To ensure safe accessibility around the Crosstown anchor and improve pedestrian, bicycle, and vehicular connectivity, the plan recommends a circulation study be completed for the area.



Invest in the Memphis Innovation Corridor Bus Rapid Transit (BRT). The City's first BRT route would provide high frequency bus service through the Downtown area along Second Street and BB King Boulevard with service every 3-4 minutes at peak and connect out to Highland along Union and Poplar. The first BRT route supports transit oriented development at anchors and should be supported by other transit infrastructure investments.



Photo: Yancy Villa-Calvo



Photo: Yancy Villa-Calvo



Photo: Yancy Villa-Calvo



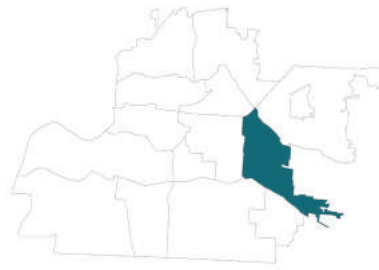
Photo: UAC, Kristi Duckworth



Photo: UAC, Colin Kidder



Photo: City of Memphis



60,347
Population

1,916
People per
Square Mile

62.2%
Owner Occupied
Households

EAST

“

My neighborhood is safe and I can use my bike to meet most of my needs.

“

The neighborhoods have green spaces but do not connect well to each other. Greenways are needed to connect these spaces.

“

I have great access to retail and medical services. I love my neighborhood!

VISION

The East planning district comprises communities that are safe and attractive. It features well-maintained, accessible public spaces encouraging neighbors to gather, interact, and celebrate with one another. Its street network is appropriately sized and suitable to the surrounding neighborhoods and is accessible and safe for all.

Priorities

- Encourage development that promotes pedestrian and cyclist safety
- Build connections between neighborhoods, including collaboration among existing neighborhood associations and government entities
- Promote affordable, high quality housing options

- Parks, Green space, Recreation

■ Retail, Commercial, Employment
- Museums, Art, Education, Architecture

■ Restaurants, Bars, Venues
- Neighborhoods, Districts

■ Anchors



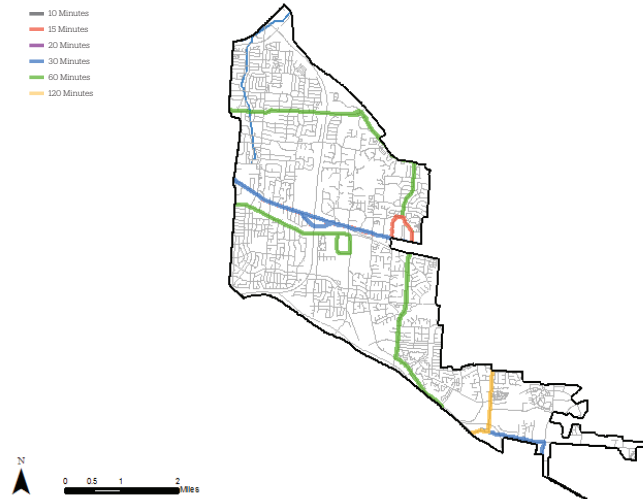
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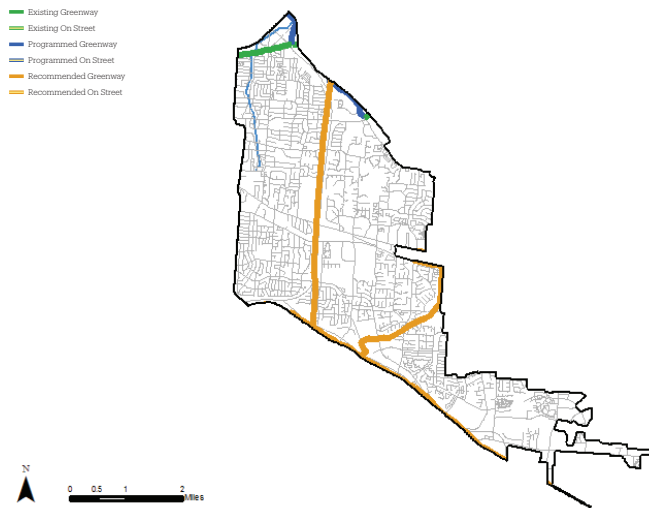
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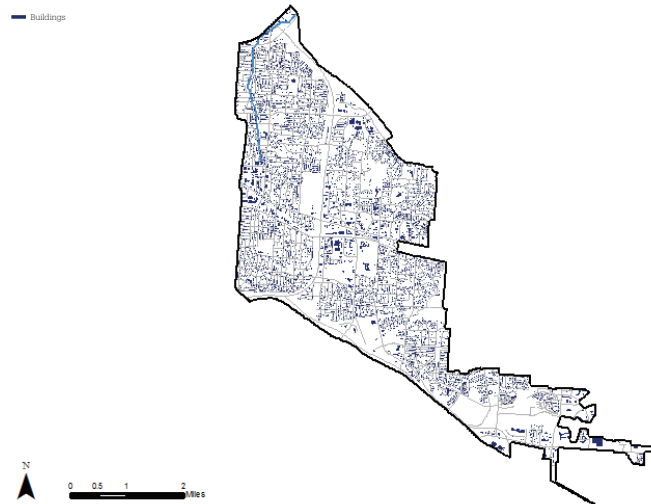
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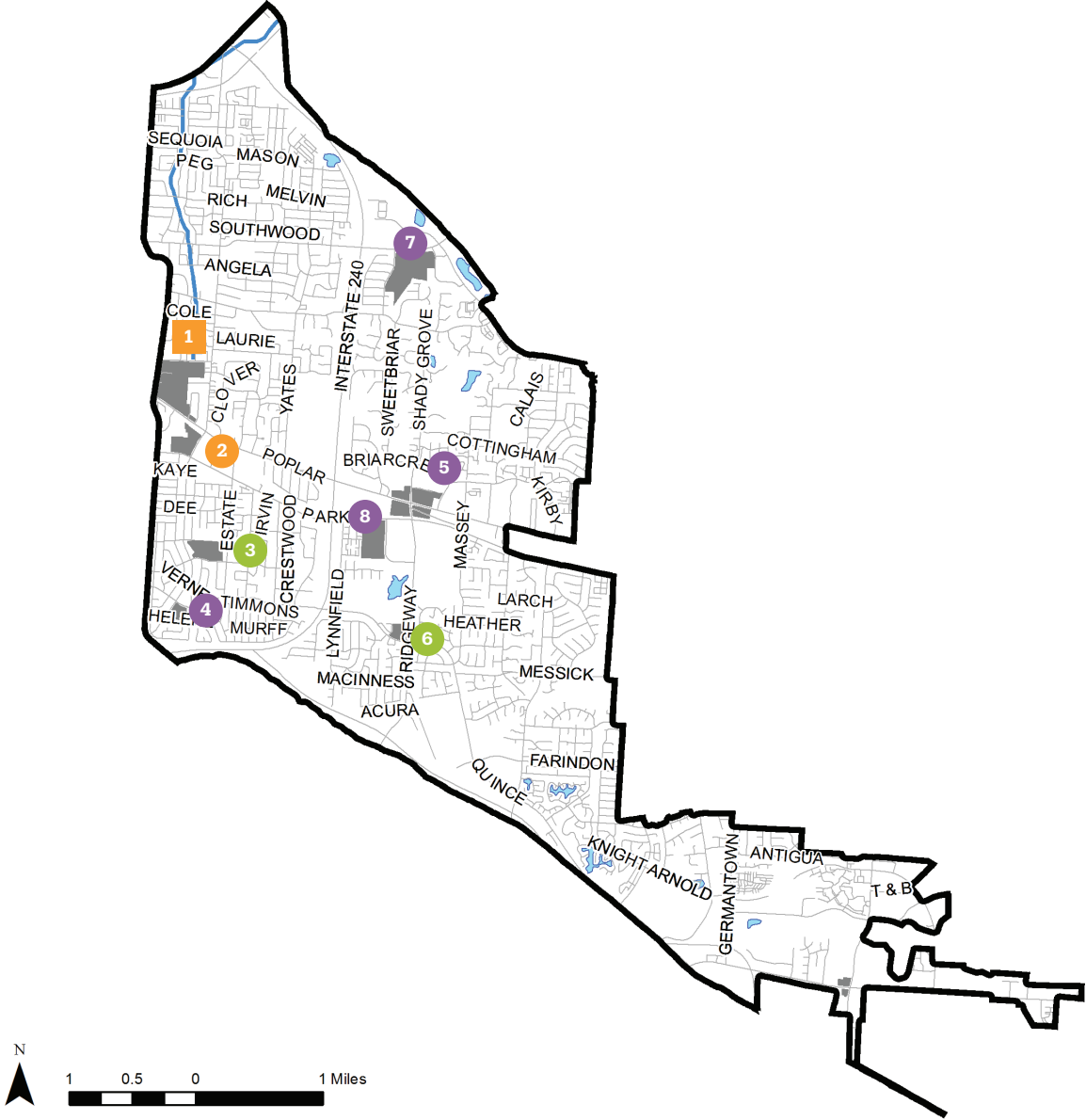


Anchors

- NURTURE**
- 03 Sea Isle
 - 06 Ridgeway & Quince

- ACCELERATE**
- 01 Poplar & Truse
 - 02 Eastgate

- SUSTAIN**
- 04 White Station & Quince
 - 05 Poplar & Ridgeway
 - 07 Walnut Grove & Brierview/Baptist Memorial
 - 08 St. Francis



Actions

NURTURE

Sea Isle

NEIGHBORHOOD CROSSING

Increase amenities and programming for all ages at community spaces.

Short-term 1-2 years

Develop design principles for anchors and key corridors to improve aesthetics of area.

Short-term 1-2 years

Implement incentives for projects that involve the community.

Long-term 5-10 years

Ridgeway & Quince

NEIGHBORHOOD MAIN STREET

Implement incentives for projects that involve the community.

Long-term 5-10 years

Identify funding sources for façade improvements of commercial properties in anchors.

Long-term 5-10 years

Support small businesses that serve neighborhood residents.

Short-term 1-2 years

ACCELERATE

Poplar & Truse

URBAN CENTER

Support a program for local minority and women-owned businesses.

Short-term 1-2 years

Assess parking placement and encourage consolidation of parking.

Medium-term 2-5 years

Improve streetscape through trees, lighting, and pedestrian amenities.

Long-term 5-10 years

Eastgate

URBAN MAIN STREET

Support institutions that contribute to the diversity of commercial areas and corridors.

Short-term 1-2 years

Add medians, landscaping, and other pedestrian protection measures on corridors of high vehicular count.

Long-term 5-10 years

SUSTAIN

White Station & Quince

NEIGHBORHOOD MAIN STREET

Improve pedestrian crossings at major corridors and intersections.

Short-term 1-2 years

Support community events on underutilized commercial parking lots and vacant land.

Long-term 5-10 years

Incentivize infill development in underutilized surface parking lots.

Long-term 5-10 years

Poplar & Ridgeway

URBAN CENTER

Promote a program for local minority and woman-owned businesses to assist in sidewalk improvements.

Short-term 1-2 years

Improve streetscape through trees, lighting, and pedestrian amenities.

Short-term 1-2 years

Improve pedestrian crossings at major corridors and intersections.

Short-term 1-2 years

Walnut Grove & Brierview/Baptist Memorial

MEDICAL DISTRICT/INSTITUTIONAL CAMPUS

Support existing institutions and development.

Medium-term 2-5 years

St. Francis

MEDICAL DISTRICT/INSTITUTIONAL CAMPUS

Support existing institutions and development.

Medium-term 2-5 years

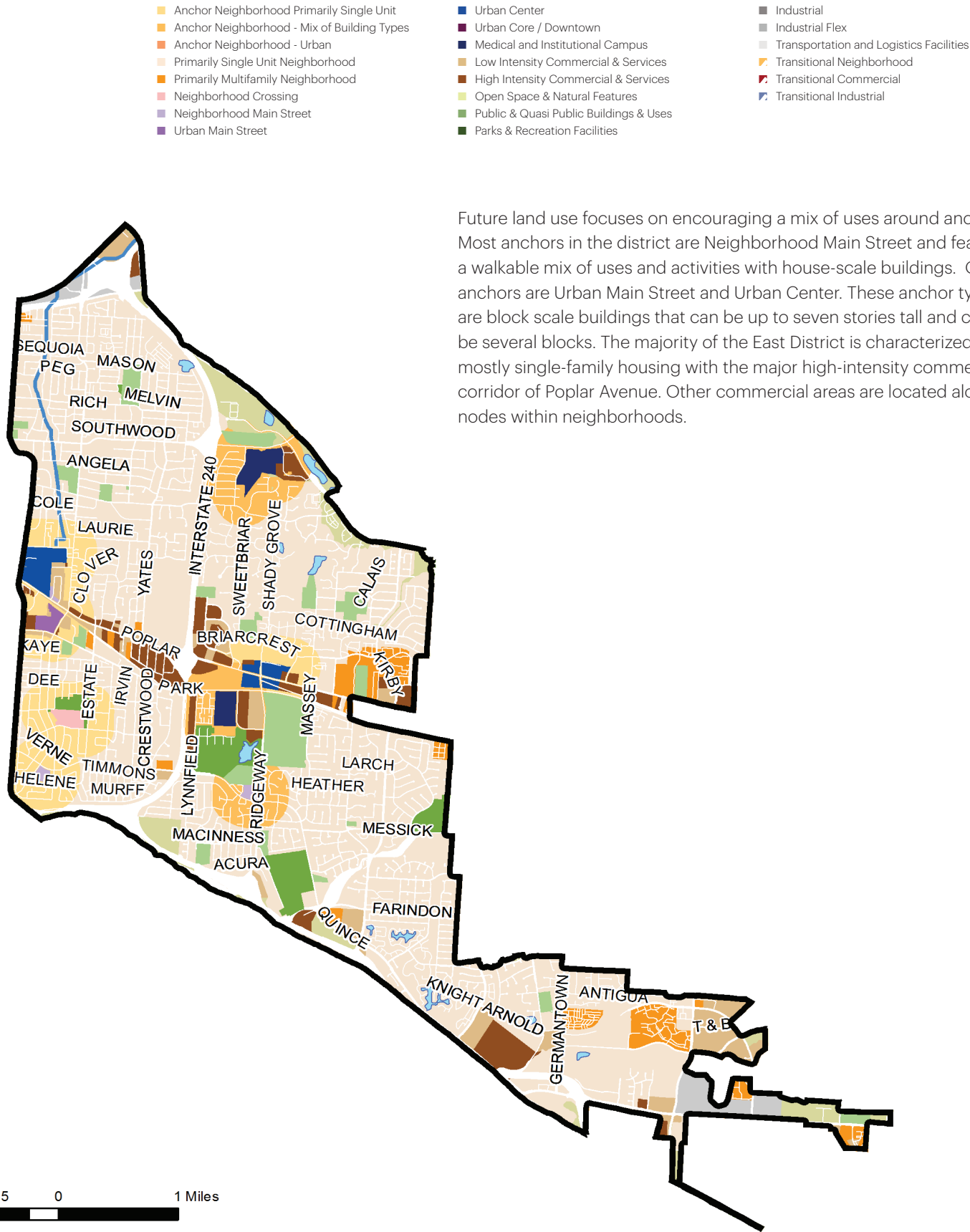
Improving traffic circulation and other infrastructure is a priority in the East district. With a strong office market and a large amount of commercial spaces, traffic volume in the district is high. Some of the challenges include the railroad, volume of traffic, and unconnected street networks. Creating street grids with smaller blocks at large development sites and improving circulation of major intersections to support future development are important to increase connectivity in anchor areas and throughout the district. Improving pedestrian safety and pedestrian infrastructure is a priority to increase safety and access.

Residents of the East District spoke often of the greater need for collaboration between existing neighborhood associations and government entities. The East District has several active neighborhood associations that are doing excellent work in their neighborhoods, but would like to collaborate with each other and government entities to achieve greater good for the district. Working with neighborhood leaders and the government entities that serve them, measures such as resource and information-sharing along with an open line of communication can be effective and will enhance the overall strength of the community.

The East District contains some of the highest median income census tracts and has an average single-family home price of \$230,000 which is the highest among all planning districts in the City. Many of these residential neighborhoods are often unaffordable and unattainable for many Memphians. The district is projected to gain 1,305 total new multifamily units through 2040 and will likely be located along Poplar Avenue. In the near term they will be garden-style apartments that become more urban and dense as time goes along.

Increasing the supply and variety of housing can help ensure quality, affordable options are available. Therefore, aligning programs, resources, and regulations to support affordable housing units in new development and redevelopment will make sure that East District neighborhoods are affordable and welcoming for all Memphians regardless of income, race, age, and family type. Future new development and infill should have focused incentives that provide these types of housing opportunities.

Land Use



Future land use focuses on encouraging a mix of uses around anchors. Most anchors in the district are Neighborhood Main Street and features a walkable mix of uses and activities with house-scale buildings. Other anchors are Urban Main Street and Urban Center. These anchor types are block scale buildings that can be up to seven stories tall and can be several blocks. The majority of the East District is characterized by mostly single-family housing with the major high-intensity commercial corridor of Poplar Avenue. Other commercial areas are located along nodes within neighborhoods.



Photo: City of Memphis

Implementation Priorities

Investing in Nurture Anchors

Through architect renderings, the **Quince & Ridgeway** anchor is shown with infill brought closer to street. A designated pedestrian thoroughfare with enhanced crosswalks on Quince, connects Ridgeway High School to the surrounding neighborhood and commercial areas adding an element of pedestrian safety. The avenue street designated for Quince is illustrated with planting strips on both sides and street trees, on-street parking and a planted median. A small parcel of open green space adds unique character to the anchor.



Implementation Priorities

Creating Vibrant Civic Spaces

May Park, a highly utilized public space, is rendered with added pedestrian amenities, including pavilions, a dog park, pedestrian shelters, and a crisscross path system that connects to Ridgeway Middle School. Trees for shade are ample within the open space, and a tree line for privacy and safety extends along the school's property. Quince Road, designated an avenue, has street trees and on-street parking along with a planted median to help slow traffic down.





Photo: Gary S. Whitlow



Photo: Gary S. Whitlow



Photo: UAC, Alex Harrison



Photo: Gary S. Whitlow



39,741
Population

1,764
People per
Square Mile

49%
Owner Occupied
Households

FRAYSER

“

I love the heart and passion of the people of the Frayser. We have so many good things here.

“

The housing is affordable, it is close to Downtown and there is a lot of potential for building in Frayser.

“

Improve the main corridors with more commercial and retail, the demand is here.

VISION

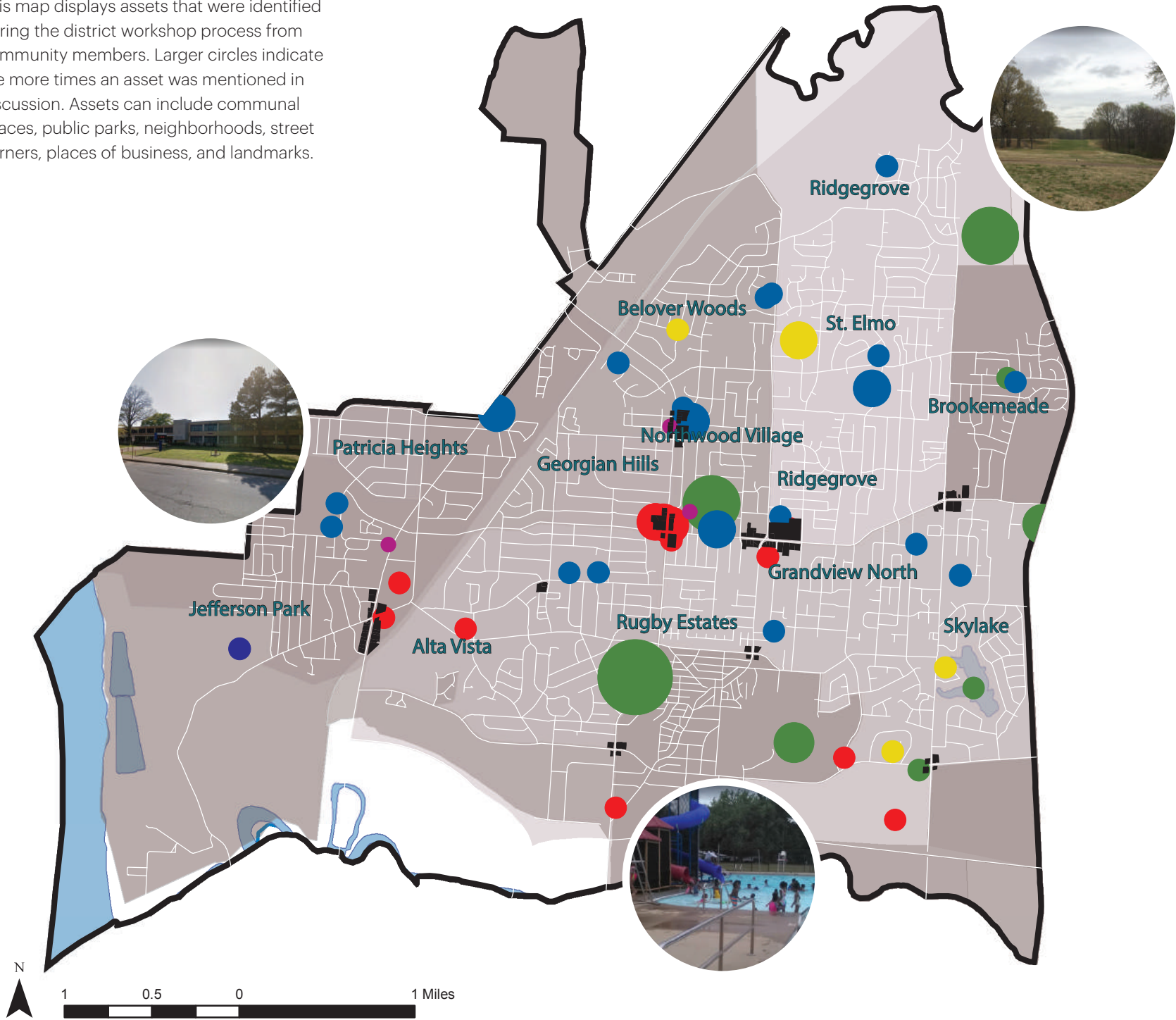
Frayser District is a safe and walkable community with attractive and diverse housing options, thriving neighborhood commercial corridors, active public parks and amenities, economic development opportunities, and increased connectivity between neighborhoods, schools, and churches throughout the district.

PRIORITIES

- **Improve pedestrian and cyclist infrastructure and support multi-modal transportation options**
- **Promote affordable, quality single and multifamily development**
- **Strategically address blight and vacancy with infill development**
- **Address code enforcement issues in multifamily developments**
- **Improve the quality of commercial, retail, and restaurant options**

- Parks, Green space, Recreation
- Museums, Art, Education, Architecture
- Neighborhoods, Districts
- Retail, Commercial, Employment
- Restaurants, Bars, Venues
- Anchors

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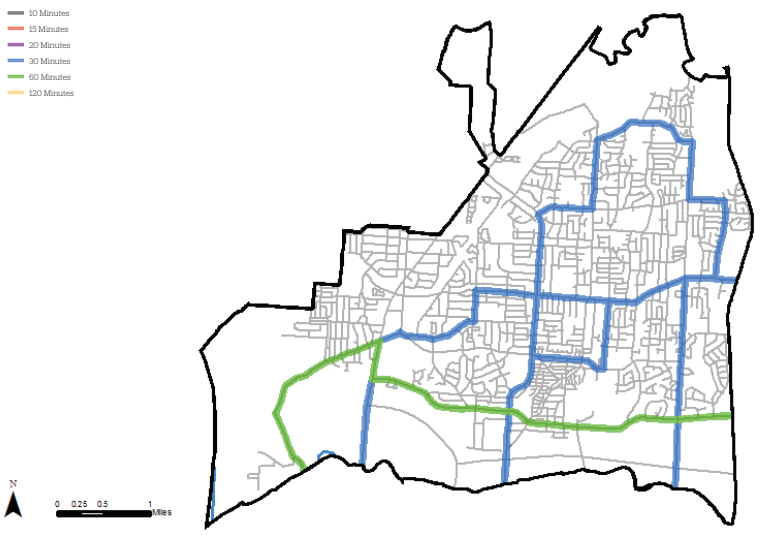
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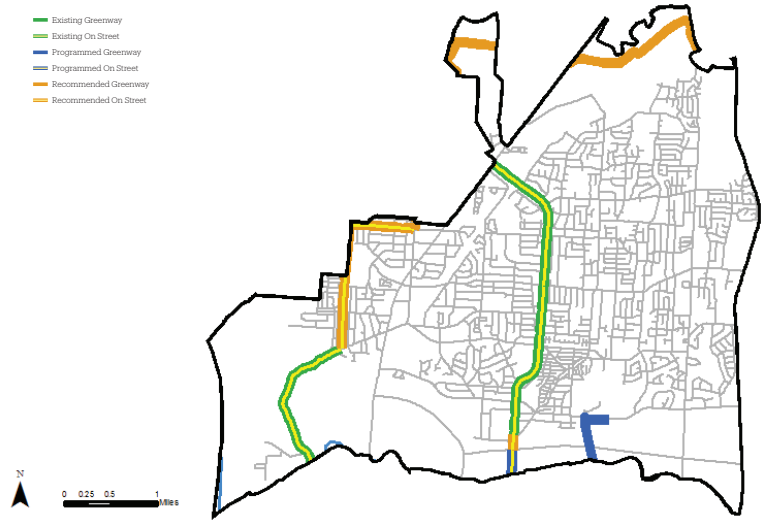
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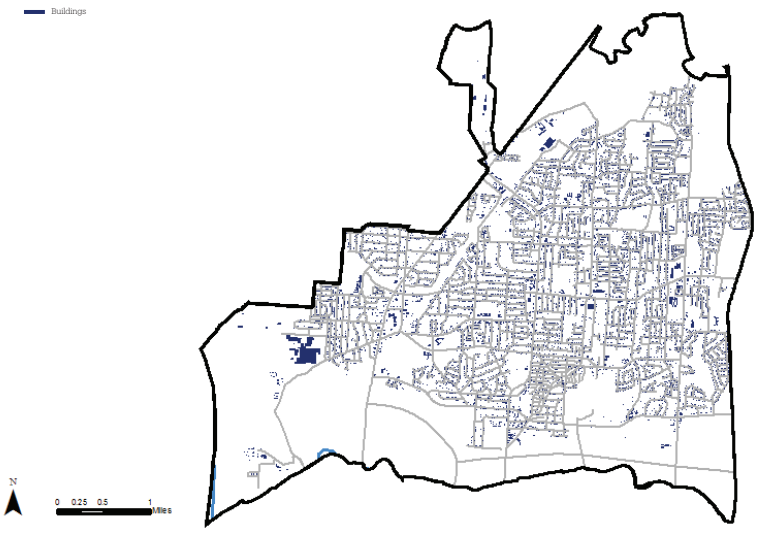
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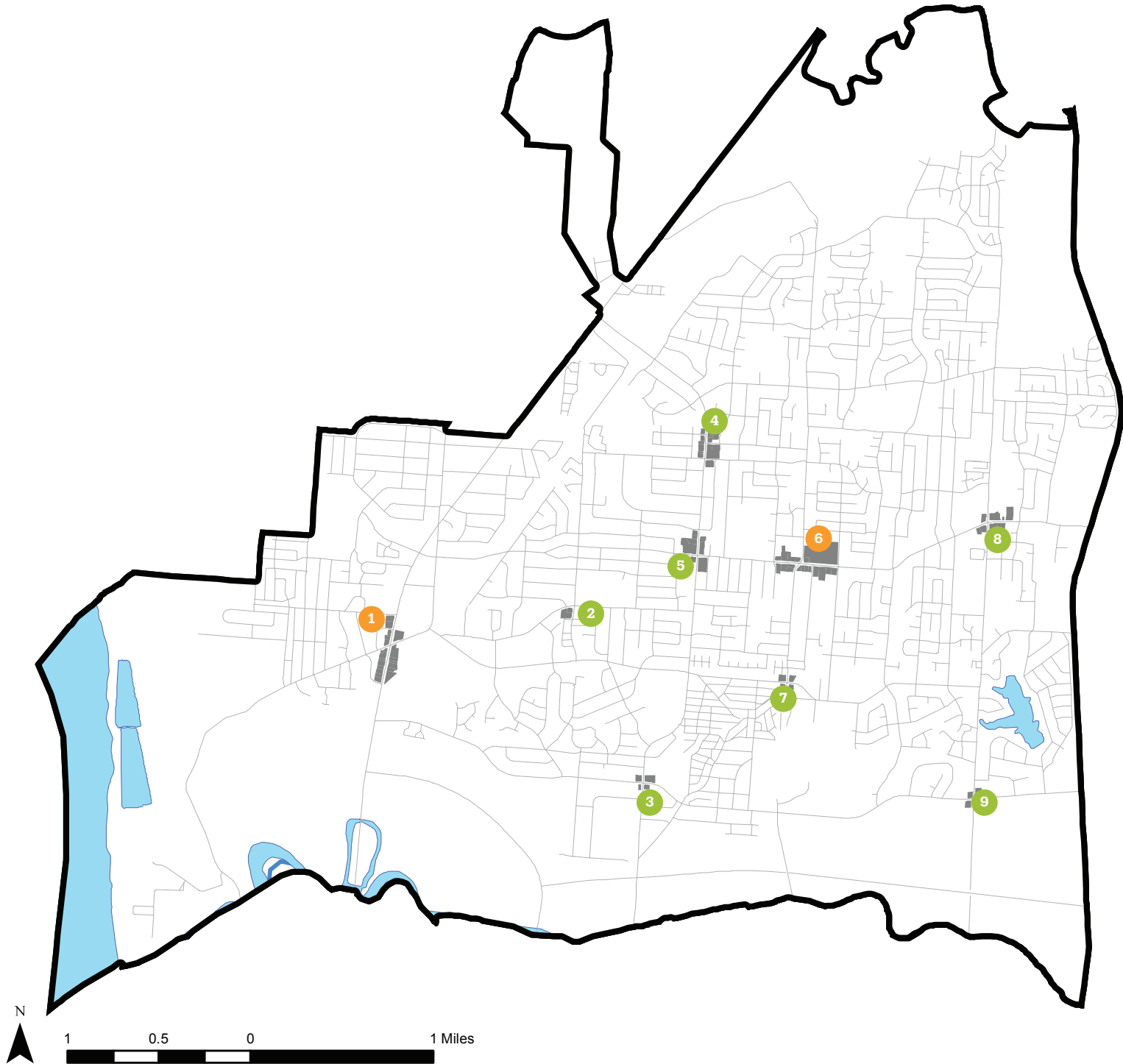
Building Footprint. The map shows the existing buildings in the district along with open spaces. A building footprint can indicate the type and size of a building along with the space between buildings.



FRAYSER

Anchors

- **NURTURE**
 - 02 Dellwood & Steele
 - 03 Delano & Watkins
 - 04 Corning & Watkins
 - 05 Frayser & Watkins
 - 07 Whitney & Overton Crossing
 - 08 Frayser Village
 - 09 Frayser Gateway
- **ACCELERATE**
 - 01 Northgate Center
 - 06 Frayser Plaza



Actions

NURTURE

Dellwood & Steele
NEIGHBORHOOD CROSSING

Utilize local artists to create low-cost installations.

Short-term 1-2 years

Address pedestrian safety issues to improve access.

Medium-term 2-5 years

Seek funding opportunities for future mixed-use, multi-family units.

Medium-term 2-5 years

Delano & Watkins
NEIGHBORHOOD CROSSING

Create a resident-led advisory group.

Short-term 1-2 years

Create tactical urbanism pilot projects that can become more permanent over time.

Medium-term 2-5 years

Corning & Watkins

NEIGHBORHOOD MAIN STREET

Utilize local artists to create low-cost installations.

Short-term 1-2 years

Support local groups to create a Frayser farmer's market

Short-term 1-2 years

Frayser & Watkins
NEIGHBORHOOD MAIN STREET

Install green infrastructure along major corridors to reduce stormwater runoff.

Medium-term 2-5 years

Improve pedestrian and transit facilities such as sidewalks, benches, and bus shelters.

Medium-term 2-5 years

Incentivize façade and landscaping improvements at commercial businesses.

Medium-term 2-5 years

Whitney & Overton Crossing
NEIGHBORHOOD CROSSING

Assess pedestrian facilities and crossings at anchor intersection.

Short-term 1-2 years

Provide incentives for small and minority-owned businesses to locate in vacant commercial spaces.

Medium-term 2-5 years

Frayser Village
NEIGHBORHOOD MAIN STREET

Integrate green space into commercial lots to provide pedestrian refuge.

Short-term 1-2 years

Apply traffic calming measures such as bike lanes and landscaped medians.

Medium-term 2-5 years

Frayser Gateway
NEIGHBORHOOD CROSSING

Identify paths near commercial areas where street lighting is needed.

Medium-term 2-5 years

Install welcome signs and landscaping to enforce community character.

Medium-term 2-5 years

ACCELERATE

Northgate Center
NEIGHBORHOOD MAIN STREET

Support local groups to create a Frayser farmer's market.

Short-term 1-2 years

Assess pedestrian amenities, including sidewalks and crossings to improve safety and connectivity.

Short-term 1-2 years

Apply traffic calming measures and install pedestrian refuges at Dellwood Avenue and Whitney Avenue.

Medium-term 2-5 years

Use technology to monitor and discourage illegal dumping behind Northgate Center

Medium-term 2-5 years

Promote pedestrian-oriented infill development at and around Northgate Center.

Long-term 5-10 years

Frayser Plaza
NEIGHBORHOOD MAIN STREET

Integrate green space into commercial lots to provide pedestrian refuge.

Short-term 1-2 years

Apply traffic calming measures such as bike lanes and landscaped medians.

Medium-term 2-5 years

Promote pedestrian-oriented infill development at and around Frayser Plaza.

Long-term 5-10 years

The Frayser district struggles with vacancy with concentrations near Ed Rice Community Center and the Northeast portion of Frayser. Ed Rice Community Center is a highly used, active space with a connected park. With proposed improvements at the community center, opportunities to improve surrounding neighborhoods with infill exist as Frayser has the potential to gain 238 new household units annually. In the Northeast portion of the district, land assembly for agricultural uses or open space should be considered until market conditions improve.

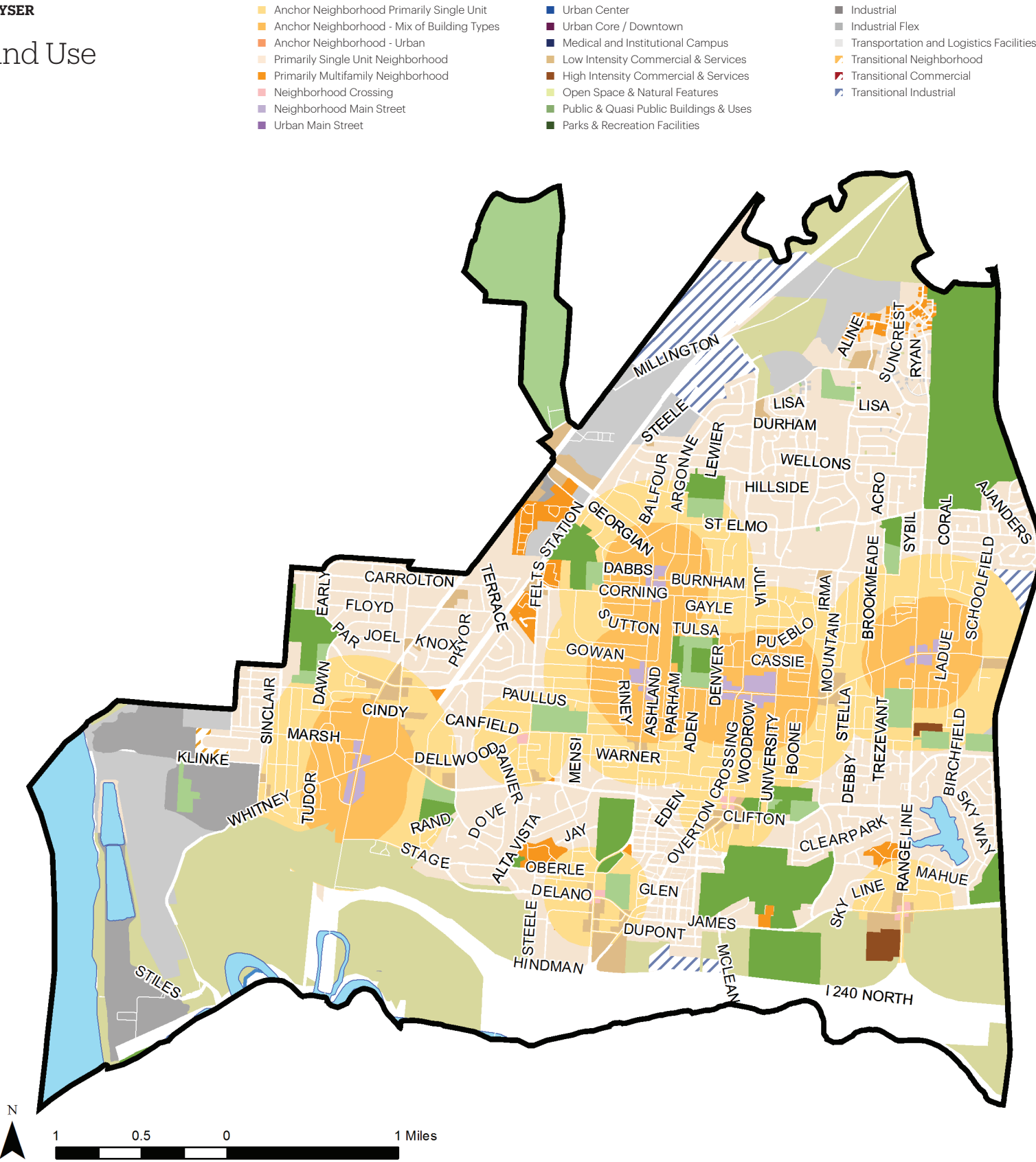
Blight manifests in Frayser in the form of vacant or substandard housing, unkempt or vacant lots, and illegal dumping. Focusing on anchors and major corridors first, addressing blight and vacancy should be done by incentivizing redevelopment of blighted properties and encouraging active code enforcement. Partnering with existing community groups such as Lifeline to Success, Frayser Community Development Corporation, and local churches like Union Grove Baptist

Church is critical to reduce the blight and vacancy in the district.

As a suburban community planned for the automobile as the primary means of transportation, many streets lack safety provisions for pedestrians. A major priority of Frayser is to increase connectivity and safety for multimodal transportation, mainly pedestrians and bikes. Increasing prevalence of street lighting, minimizing block sizes, and incorporating pedestrian infrastructure such as sidewalks, crosswalks, and caution or crossing lights will greatly improve the community.

Residents of Frayser have enormous pride in their district and propose to strengthen anchor areas with commercial façade improvements and infill development. Working within anchors first will allow for rehabilitation and increasing density where some development already exists, and can include retail investments that offer services, sit-down restaurants, and entertainment for future families.

Land Use

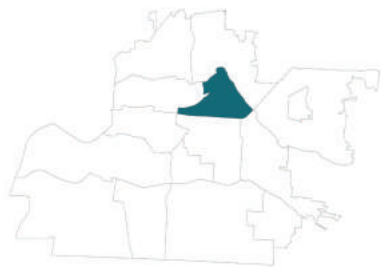


Implementation Priorities

Investing in Accelerate Anchors

The image below illustrates the greening of the **Frayser Plaza** parking lot along with roadway and pedestrian improvements. Shade trees and sidewalks are added to improve the pedestrian realm along the roadway. Landscaped medians and bike lanes calm traffic on Overton Crossing and Frayser Boulevard. While Frayser Plaza is still set back far from street, green space is integrated into the parking lot to provide refuge and improve the aesthetic appeal. Frayser Boulevard is designated a parkway. Parkway are typically freight and transit routes and four lanes across with landscaped medians.





35,889
Population

3,497
People per
Square Mile

48.8%
Owner Occupied
Households

JACKSON

“

I am close to everything – stores, schools, and my church.

“

It is a stable, established area with friendly and diverse people.

“

We need more recreational opportunities and better connections to existing parks.



VISION

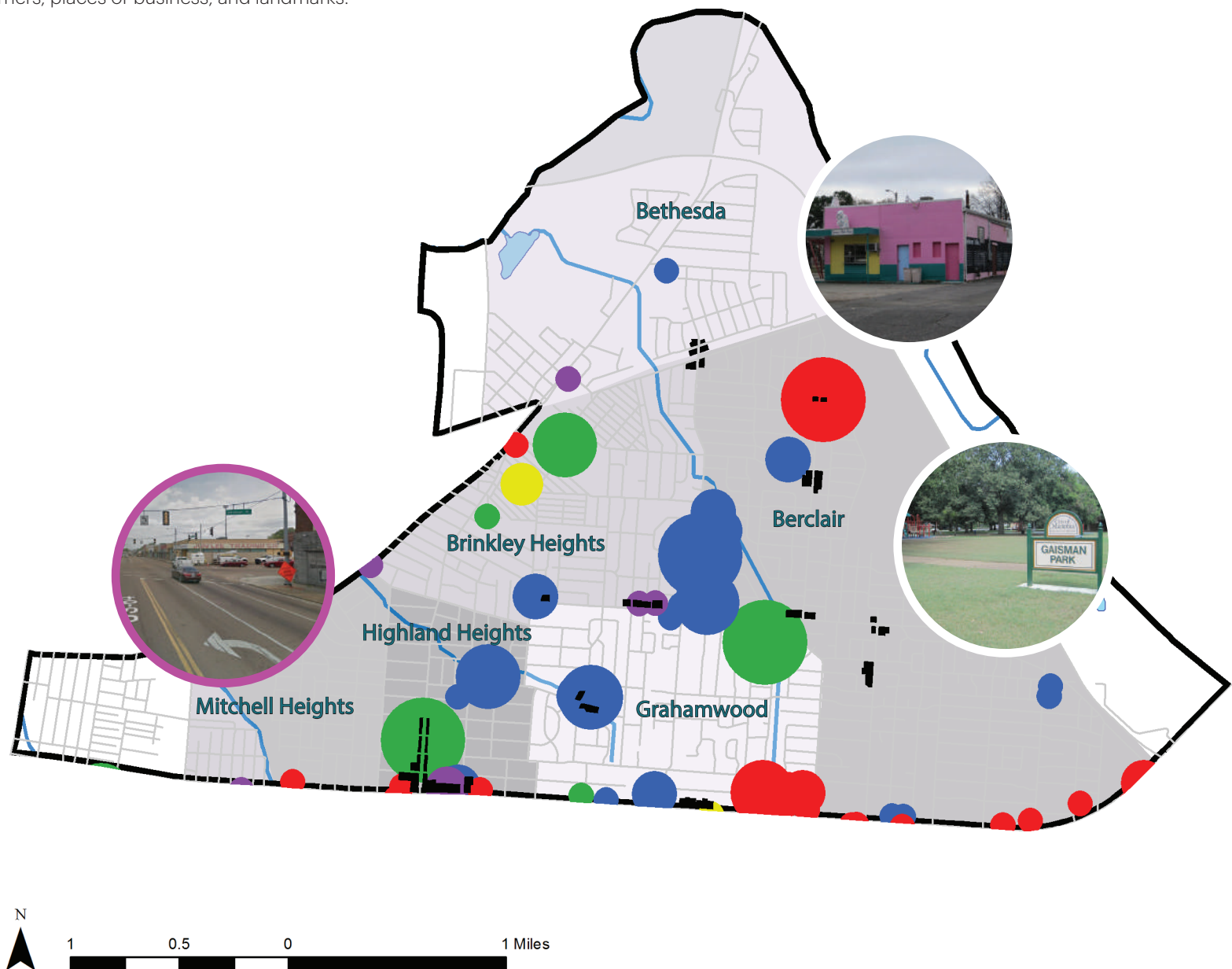
The Jackson planning district is composed of strong, culturally diverse neighborhoods that are supported by local businesses and institutions, have access to vibrant, well-maintained open space and parks, and are connected by safe, pedestrian-friendly streets throughout the district and to the rest of the City.

PRIORITIES

- Increase access to open space through greenway development and the greening of vacant parcels
- Improve pedestrian and cyclist infrastructure with a focus on safety and accessibility
- Promote urban design standards in commercial and residential areas

- Parks, Green space, Recreation
- Museums, Art, Education, Architecture
- Neighborhoods, Districts
- Retail, Commercial, Employment
- Restaurants, Bars, Venues
- Anchors

This map displays assets that were identified during the district workshop process from community members. Larger circles indicate the more times an asset was mentioned in discussion. Assets can include communal spaces, public parks, neighborhoods, street corners, places of business, and landmarks.



Connecting the District

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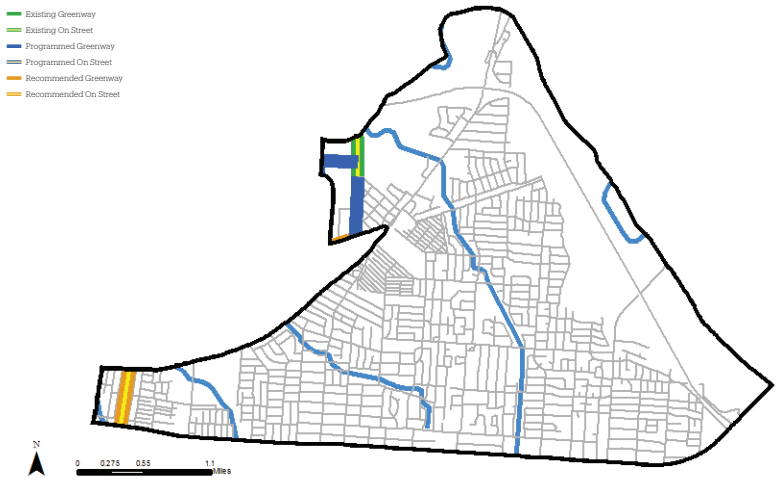
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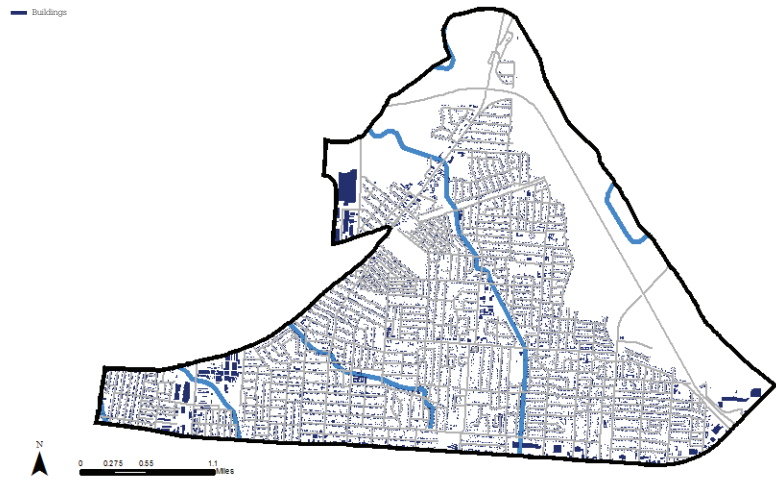
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Photo: Opticos Design, Inc.



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Photo: Yancy Villa-Calvo

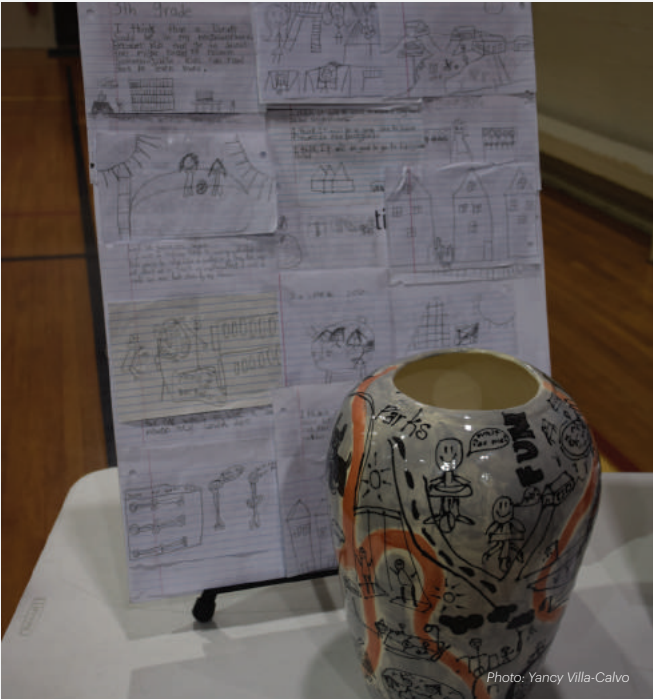


Photo: Yancy Villa-Calvo

JACKSON

Anchors

NURTURE

- 01 Graham & Chelsea
- 02 Wells Station & Reed
- 03 Wells Station & Grey
- 04 Macon & Berclair
- 05 Janice & Berclair
- 06 Macon & Wells Station
- 07 Macon & Victor
- 08 Macon & Homer
- 09 Given & Isabelle
- 10 Summer & Graham

ACCELERATE

- 11 Summer & National




Actions


NURTURE

Graham & Chelsea
NEIGHBORHOOD CROSSING

Establish strategies for large-scale vacancies that include creation of green space.


 Long-term 5-10 years

Develop gateway project at Graham & Chelsea.

 Long-term 5-10 years

Wells Station & Reed
NEIGHBORHOOD CROSSING

Incentivize commercial owners to improve blighted areas.

 Short-term 1-2 years


Wells Station & Grey
NEIGHBORHOOD CROSSING

Seek funding sources for increasing density developments in areas/anchors considered prime for growth.


 Long-term 5-10 years

Macon & Berclair
NEIGHBORHOOD CROSSING

Provide opportunities for small business owners that involve anti-blight strategies and small maintenance/repair tactics.


 Short-term 1-2 years

Encourage residents to adopt areas for beautification.

 Short-term 1-2 years


Macon & Homer
NEIGHBORHOOD CROSSING

Reuse vacant lots and land for park use and open green space, community gardens, and community space.

 Long-term 5-10 years

Janice & Berclair
NEIGHBORHOOD CROSSING

Reuse vacant lots and land for park use and open green space, community gardens, and community space

 Long-term 5-10 years

Macon & Victor
NEIGHBORHOOD CROSSING

Explore appropriate food access strategies.

 Long-term 5-10 years

Use grants provided for small business owners to facilitate minor repairs.

 Long-term 5-10 years

Given & Isabelle
NEIGHBORHOOD MAIN STREET

Work with local artists to create temporary and permanent art installations that reflect cultural background and pride of the area.

 Long-term 5-10 years

Macon & Wells Station
NEIGHBORHOOD CROSSING

Provide opportunities for small business owners that involve anti-blight strategies and small maintenance and repair tactics.


 Long-term 5-10 years

Summer & Graham
NEIGHBORHOOD MAIN STREET

Consider land use changes to open space and incorporate sound pollution buffers around areas of high traffic.

 Short-term 1-2 years


Ensure a diverse amount of healthy food options that celebrates ethnic and cultural diversity.

 Long-term 5-10 years


ACCELERATE

Summer & National
URBAN CENTER

Allocate capital funding to connect Heights to Hampline and improve stormwater management.

 Short-term 1-2 years

Identify housing and civic uses for infill within anchor to create mixed-use corridors.

 Medium-term 2-5 year

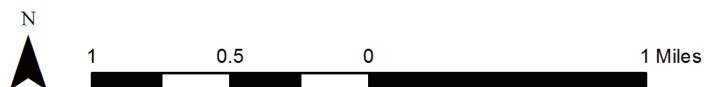
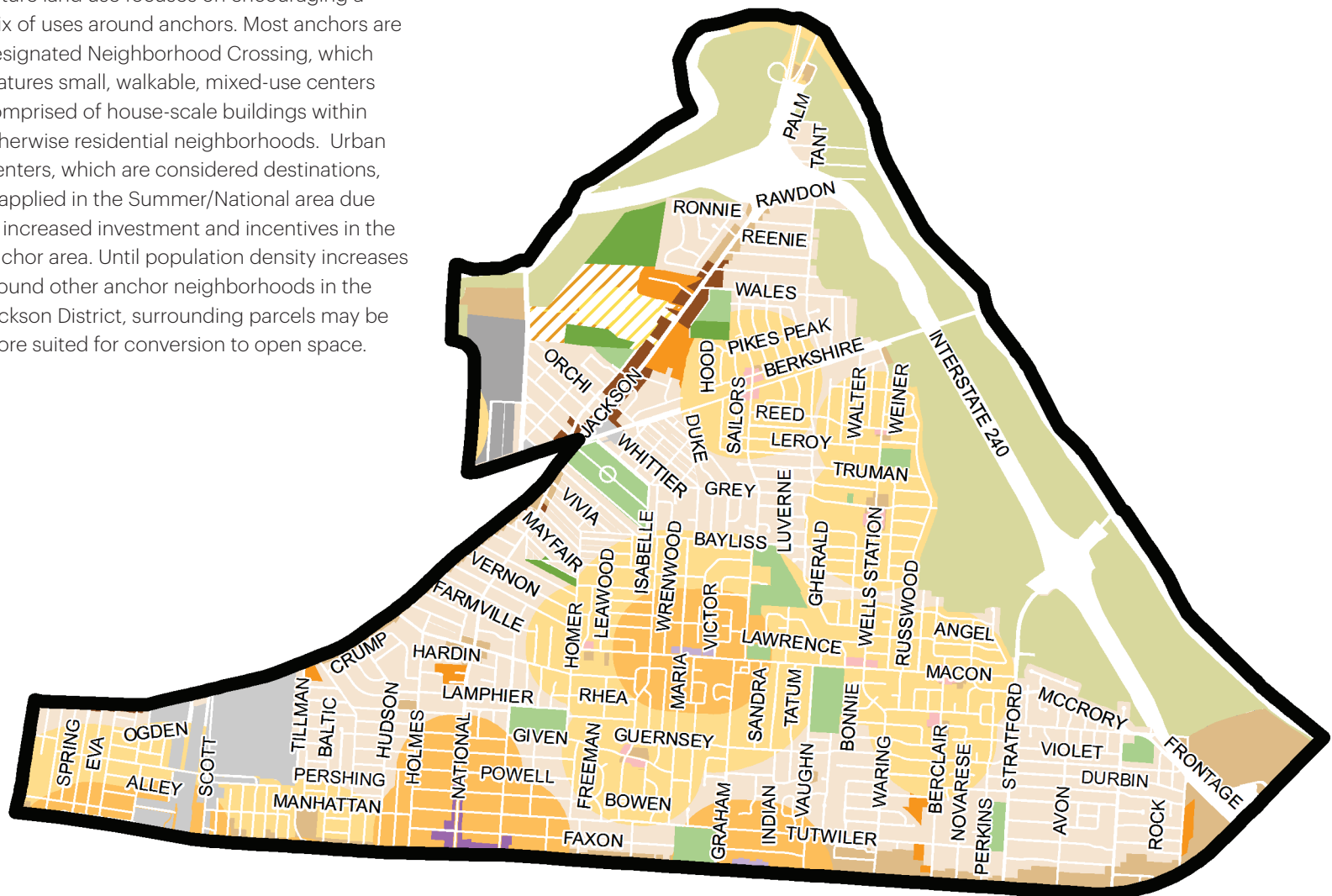
The Jackson district exhibits a strong need for accessible, open, public spaces for community gatherings, enjoyment, and recreational opportunities. Outside of the few parks, Gaisman Community Center, and the Wolf River, there are limited spaces for recreation and public use. By connecting existing cultural resources, historic sites, and communities through a network of greenways and trails, opportunities exist for creation and expansion of both new and current public open space that serves multiple community and environmental purposes. Due to makeup of the district, priority should be taken to create park/civic spaces within anchors that are not within one-fourth of a mile of an existing park or open space

Implementing transitions in height, density, and massing between residential and the mixed-use zones to ensure building forms promote more dense forms of infill in a manner that is compatible with existing development, create an urban environment that complements the surroundings, and is attractive. Neighborhood associations, groups, and organizations should continue to work to publicize and implement their wants and desires for urban design standards and attractive development. Advocating for grants and incentives to incorporate catalytic, small-scale improvements that lead to larger scale planning efforts have shown to be effective and should continue to ensure that design guidelines or other infill design resources guide infill development in anchors and adjacent anchor neighborhoods.

Community members expressed desires to improve pedestrian and cyclist safety along streets and corridors within the district, especially as it relates to ADA-compliant sidewalks and street lighting. By prioritizing the pedestrian in street design standards that promote accessibility of street use for all users, quality of life can be improved for all community members. Using transportation investments such as greenways and trails can provide essential connections to neighboring communities, amenities, and open space in the district.

Land Use

- Future land use focuses on encouraging a mix of uses around anchors. Most anchors are designated Neighborhood Crossing, which features small, walkable, mixed-use centers comprised of house-scale buildings within otherwise residential neighborhoods. Urban Centers, which are considered destinations, is applied in the Summer/National area due to increased investment and incentives in the anchor area. Until population density increases around other anchor neighborhoods in the Jackson District, surrounding parcels may be more suited for conversion to open space.



Implementation Priorities

Investing in Accelerate Anchors

Investments and actions in accelerate anchors would be expedited in comparison to nurture or sustain anchors. Actions recommended in the **Summer and National** anchor are centered around creating safe and attractive streets for pedestrians and cyclists and working with local artists and groups to promote cultural pride in the area in both its open spaces and in the built environment.



The Summer and National anchor currently exhibits a mix of both local and chain businesses, ranging from restaurants and shopping to small-scale medical facilities. Housing within the anchor community is primarily single-family residential.



Grahamwood Elementary School, Chickasaw Country Club, St. Michael School and Cypress Creek are adjacent to the anchor.



Short term. By continuing to work with and support the current CDCs and interested neighborhood organizations in the area, this anchor will continue to be catalytic to development and provide a source of pride to the district and its residents.



Long term. Continuing a mix of public and private investments should lead to increased density along Summer Avenue with infill in vacant storefronts by partnering with local artists and startups. Actions can be taken to transform vacant parcels within neighborhoods to community gardens and usable open-space.

Implementation Priorities

Investing in Nurture Anchors

The rendering shows the **Macon & Graham** anchor with added density and height in some of the building footprints. Infill and green space fill in the current vacancies. Open space is added for community use. The angled parking in front of the buildings along Macon are in line with the Main Street designation. Street trees and a planted median aid with traffic calming.



Implementation Priorities

Investing in Accelerate Anchors

The anchor at **Summer & National** is currently a mix of local and national businesses. The rendering shows infill that creates building footprints with continuous blocks. Greenspace extends throughout the anchor, along Sam Cooper Blvd. (to the South), Summer, and National. The greenspace also connects to the Heights Line. The addition of street trees, enhanced crosswalks and bicyclist infrastructure improve the pedestrian realm.



Implementation Priorities

Catalytic Infrastructure The Heights Line

Creating the **National Street Heights Line** is more than just implementing bike lanes, it is about connecting neighborhoods to one another through green infrastructure investments and improvements. Implementation of streetscape improvements that are multi-modal and aimed at creating aesthetically pleasing and safe infrastructure that serve both environmental and transportation needs should begin on National Street and connect to adjacent neighborhoods in and out of the district boundaries. Continuing attention and directing investment to supporting organizations is paramount to the development of the Heights Line.



National Street. The Heights Line is to serve as a new bike and pedestrian connector between the Shelby Farms Greenline and the Wolf River Greenway. During the temporary community project, which ran for about a month, National Street was transformed using art, plantings, and signage to show an engaged, safe, and better connected community space.

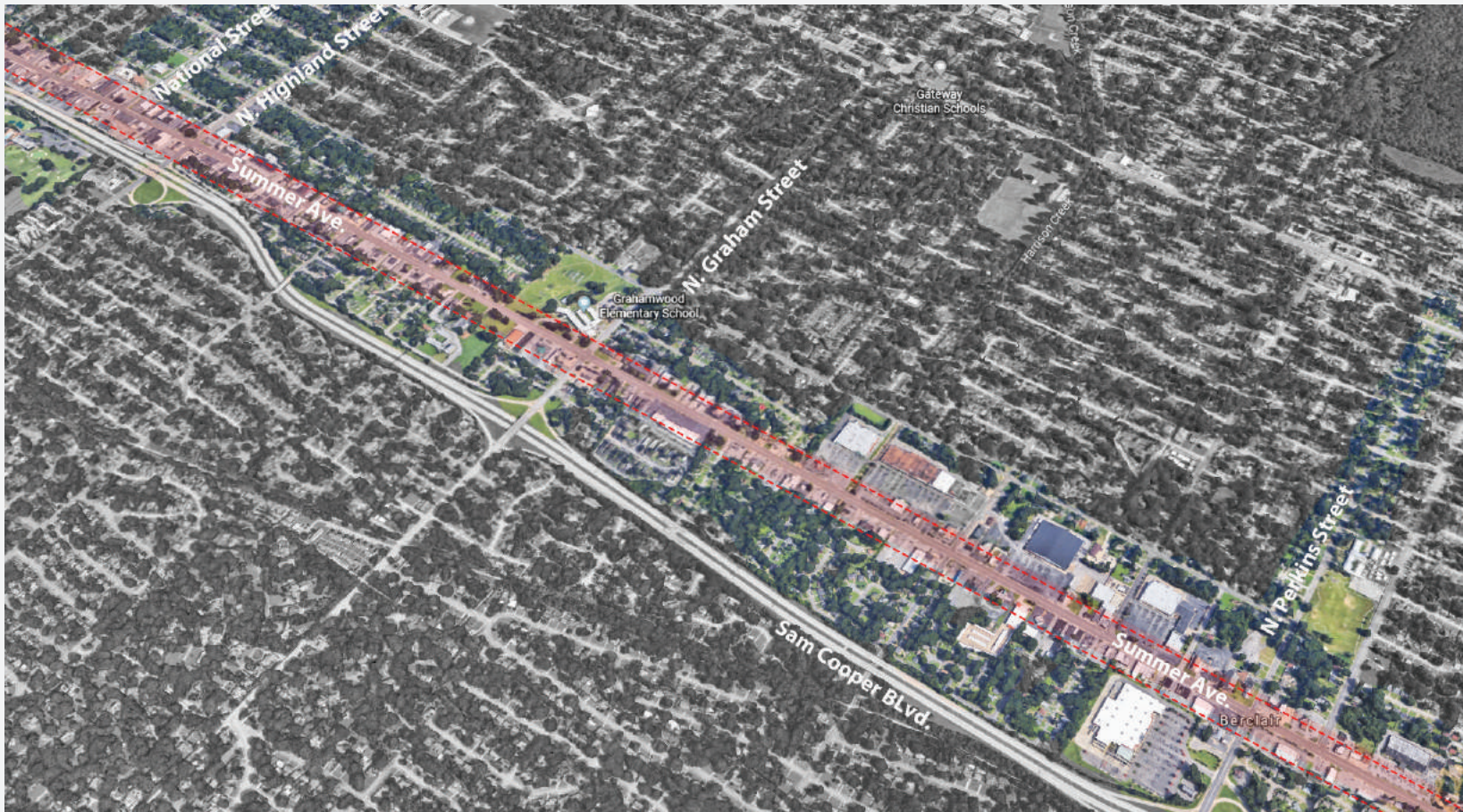
The proposed streetscape for the National Street Heights Line.

The Heights. The Jackson district, especially within the Heights neighborhood, currently lacks accessible, improved public spaces for community gatherings, enjoyment, and recreational opportunities. Outside of Gaisman Community Center and the Wolf River, both located in the eastern part of the district, there are very limited spaces for recreation and public use. By using creative tactics such as colorful art that is engaging and easily maintained plantings and trees, the Heights Line can unlock new and safe ways for community members to enjoy their neighborhood.

Implementation Priorities

Catalytic Infrastructure Summer Avenue Corridor

A key corridor in the **Jackson District** is Summer Avenue, providing the southern boundary. As a continuation of North Parkway, there are safety concerns for pedestrians and cyclists and barriers to redevelopment. A study for improvements to the corridor is recommended to include a reduction in curb cuts, removing unnecessary signage and billboard clutter, improving and implementing multimodal street infrastructure such as crosswalks and lighting for safer pedestrian crossings and implementing urban design standards to support a unified, aesthetically appealing built environment.



Red shaded area represents Summer Avenue, extending from National Street to N. Perkins Street.



32,888
Population

4,669
People per
Square Mile

44.9%
Owner Occupied
Households

LAMAR

“

There is so much pride, history and diversity in Orange Mound. If we capitalize on that, we can transform the area.

“

We need to have more community-owned businesses and spaces. We need to decide what is best for our community, not outside entities.

“

My neighborhood is unified, we work together to improve it.



VISION

The Lamar District is a safe and desirable community, where heritage assets are protected and used as catalysts for economic and cultural opportunities. The Lamar planning district is supported by improved pedestrian infrastructure and quality housing, and community members have access to parks and open space and opportunities to visit local, innovative, and well-designed commercial businesses.

PRIORITIES

- Strategically address large-scale vacancy and blight with redevelopment and a focus on preservation and reuse of culturally significant buildings
- Improve pedestrian and cyclist infrastructure to increase accessibility and support multi-modal transportation options
- Promote affordable, high quality multifamily development
- Promote urban design standards at commercial spaces

- Parks, Green space,
Recreation

Retail, Commercial,
Employment

Museums, Art, Education,
Architecture

Restaurants, Bars, Venues

Neighborhoods, Districts

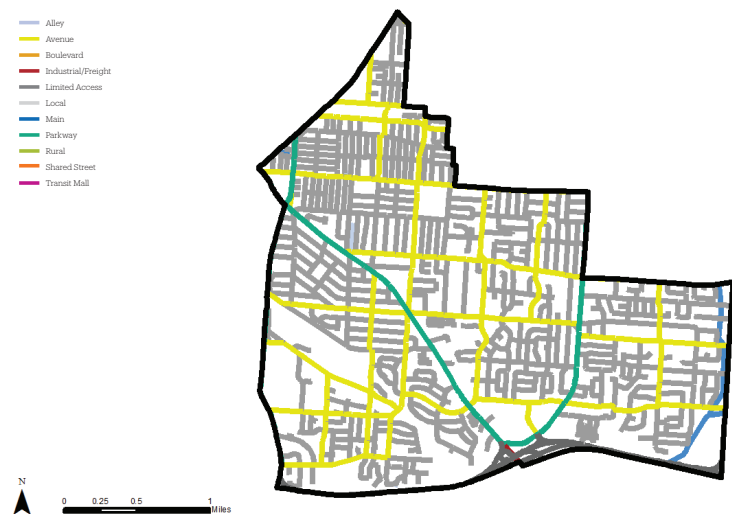
Anchors
- LAMAR
- This map displays assets that were identified during the district workshop process from community members. Larger circles indicate the more times an asset was mentioned in discussion. Assets can include communal spaces, public parks, neighborhoods, street corners, places of business, and landmarks.

The map displays the Lamar district, which is divided into several neighborhoods: Orange Mound, Fairhills, and Cherokee. The map is overlaid with a grid of streets. Various assets are marked on the map with colored circles and squares. The legend indicates that green circles represent Parks, Green space, Recreation; red squares represent Retail, Commercial, Employment; blue circles represent Museums, Art, Education, Architecture; purple circles represent Restaurants, Bars, Venues; yellow squares represent Neighborhoods, Districts; and black squares represent Anchors. Three circular inset images provide a closer look at specific assets: a park area with a sign, a building with a large tree, and a street corner with cars. A scale bar at the bottom indicates distances of 1, 0.5, and 0 miles. A north arrow is located in the bottom left corner.
- Memphis 3.0
- District Priorities
- 301

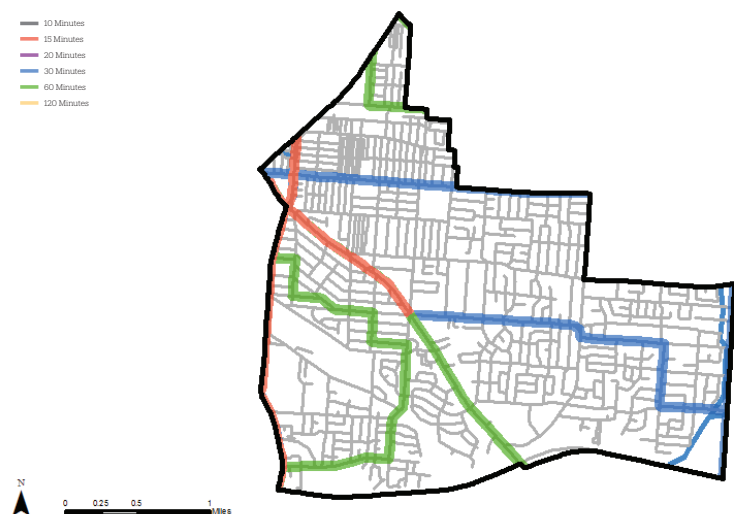
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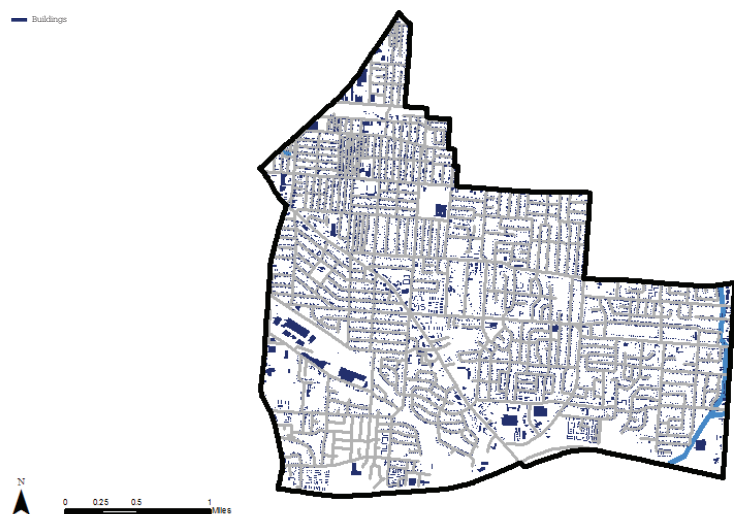
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Photo: City of Memphis



Photo: City of Memphis



Photo: City of Memphis

Anchors

- NURTURE**

01 Orange Mound

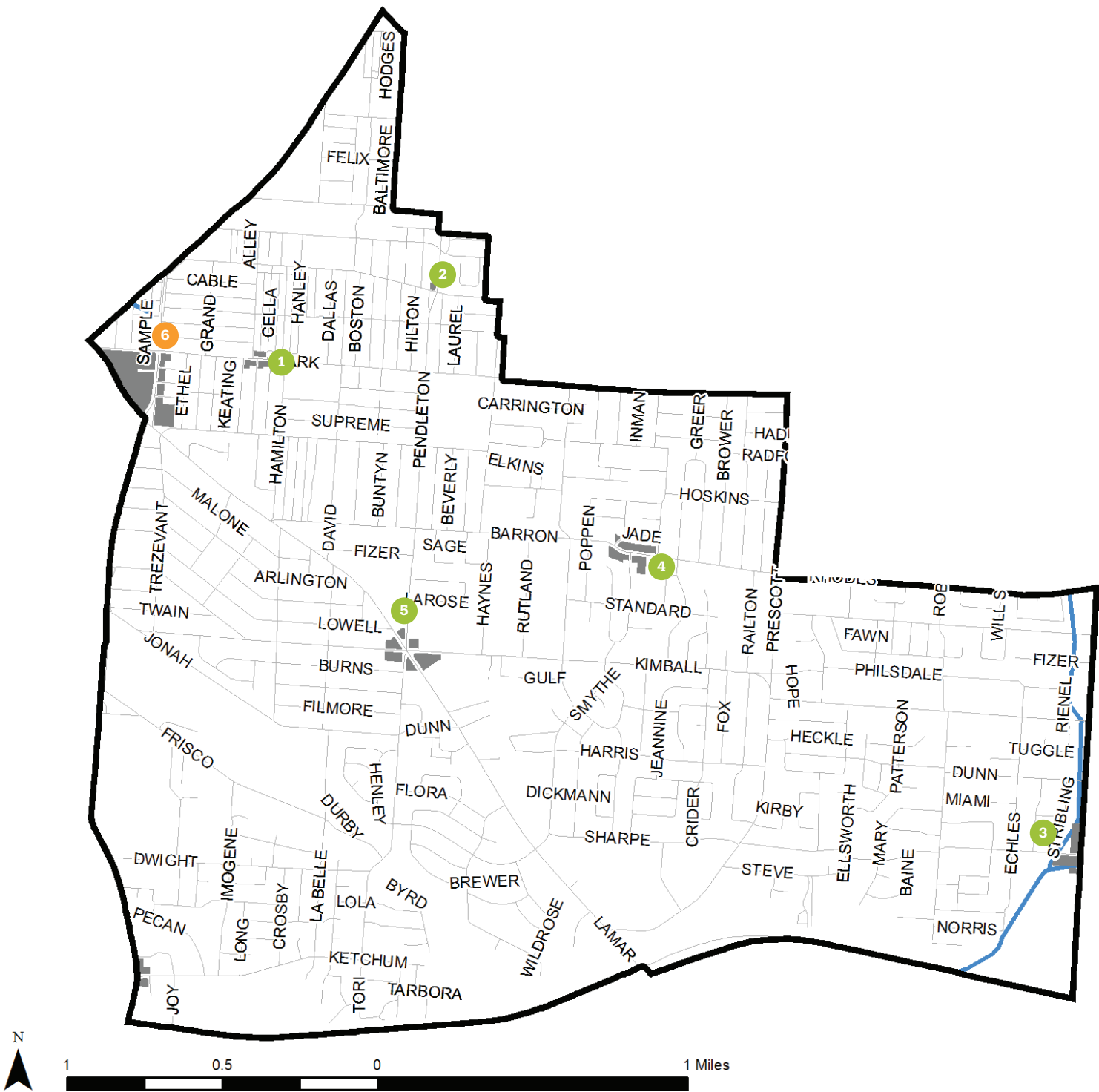
02 Brentwood Park

03 Getwell & Sharpe

04 Sherwood

05 Lamar & Kimball
- ACCELERATE**

06 Lamar & Airways



Actions

NURTURE

Orange Mound
NEIGHBORHOOD CROSSING

Prioritize and incentivize energy efficiency improvements in residential and commercial buildings with emphasis on historic buildings.

Long-term 5-10 years

Build constructive relationships with store owners to foster improvements in healthy food offerings and extend general assistance in business planning.

Short-term 1-2 years

Brentwood Park
NEIGHBORHOOD CROSSING

Engage artists and communities in the development of place-specific identifiers for wayfinding and historically themed tours/events.

Short-term 1-2 years

Create attractive connections between neighborhoods through public art investments, attractive and maintained landscaping, and community-led initiatives.

Short-term 1-2 years

Lead efforts to establish public/private partnerships to maintain underutilized land and vacant/blighted properties around parks and open spaces.

Short-term 1-2 years

Getwell & Sharpe
NEIGHBORHOOD MAIN STREET

Work with local artists and artist groups to reflect cultural diversity and heritage of area.

Short-term 1-2 years

Identify redevelopment plans for key economic corridors for idealized businesses.

Long-term 5-10 years

Provide crossing lights and caution lights at intersections or high-speed zones.

Long-term 5-10 years

Develop programs and strategies specifically aimed at affordable commercial rents.

Long-term 5-10 years

Sherwood
NEIGHBORHOOD MAIN STREET

Align consecutive, future, and past environmental and ecologically-focused planning initiatives to anchor based strategy.

Medium-term 2-5 years

Lamar & Kimball
NEIGHBORHOOD MAIN STREET

Implement and increase signage and street paint to highlight heavy utilized pedestrian crossing areas.

Develop programs and strategies specifically aimed at affordable commercial rents.

Long-term 5-10 years

Engage artists and communities in the development of place-specific identifiers for wayfinding and historically themed tours/events.

Long-term 5-10 years

ACCELERATE

Lamar & Airways
NEIGHBORHOOD MAIN STREET

Create attractive connections between neighborhoods through public art investments, attractive and maintained landscaping, and community lead initiatives.

Short-term 1-2 years

Engage artists and communities in the development of place-specific identifiers for wayfinding and historically themed tours/events.

Short-term 1-2 years

Invest in streetscape improvements and civic spaces, using native vegetation.

Medium-term 2-5 years

Support institutions that contribute to the diversity of commercial areas and corridors, such as local business associations, arts venues, and cultural organizations.

Long-term 5-10 years

Develop programs and strategies specifically aimed at affordable commercial rents.

Long-term 5-10 years

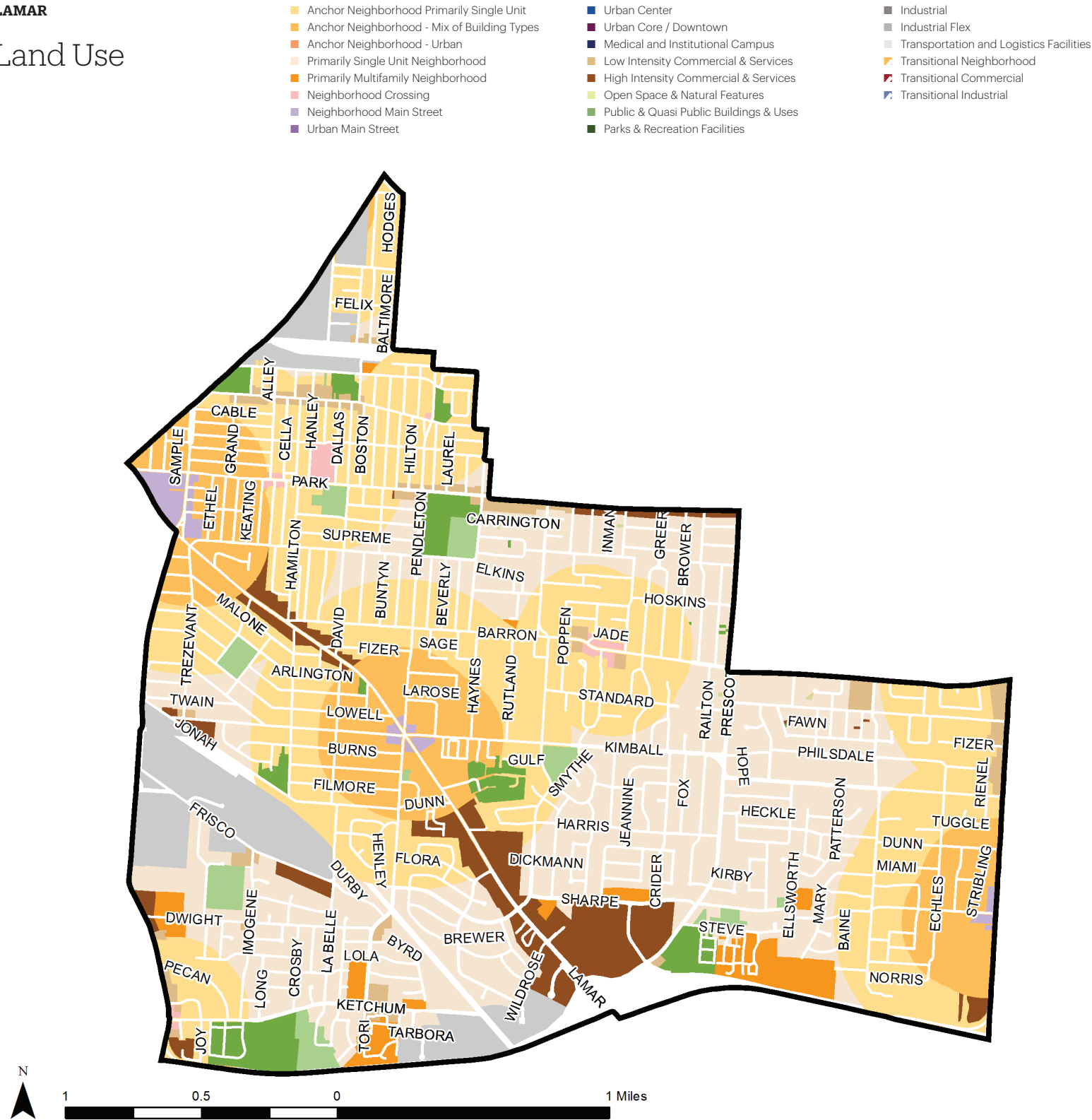
Lamar Avenue, which bisects the western part of the district, is a crucial corridor for implementing pedestrian and cyclist safety infrastructure improvements. With Memphis being 9th in the nation for pedestrian deaths, it is critical to address major safety issues and improve traffic flow and slow down traffic in areas of high activity. Traffic calming measures such as the addition of protected bike lanes and landscaped medians along Lamar Avenue will help to slow down traffic. Infrastructure improvements should be implemented with a focus on multimodal options and include sidewalk and bus shelter upgrades. Initial infrastructure improvements should be prioritized at anchors and key corridors in the district.

With a level of vacancy of 22% and blighted properties, focus should be given to priority anchor locations and prominent civic assets of the area. Old Melrose High School and the Lamar-Airways Shopping Center

are both defined as strong, community assets. Due to the cultural and historical importance of the area, an inventory of historic and significant buildings should be conducted for the district. By working with local artists and arts-based organizations to harness low-cost installations to instill pride, these spaces can become instrumental to build off the momentum of neighborhood organizations and create new community spaces and opportunities for commercial and residential redevelopment.

The Lamar District has the benefit of having several invested and passionate community groups that desire to see change. Utilizing these community groups, clean up days should be implemented to reduce the amount of blight in the district. Aesthetic improvements such as façade improvements of commercial and retail spaces will help to increase the appeal of blighted areas.

Land Use



Implementation Priorities

Investing in Accelerate Anchors

Investments and actions in accelerate anchors would be expedited in comparison to nurture or sustain anchors. Actions are focused in encouraging mixed-use development that emphasizes the cultural and historic importance of the district with local, innovative, minority-owned shops and spaces. Connecting the anchor to various civic institutions and spaces, including the historic **Orange Mound community** and **Old Melrose High School**, should be supported, especially as it relates to incorporating and restoring the native and historical features to the district.



The Lamar & Airways anchor is primarily commercial and retail uses with a few fast food restaurants. There are industrial businesses south of the anchor. Housing surrounding the anchor is primarily single family with some multifamily. The anchor is currently in need of façade improvements and has several vacant store fronts.



Adjacent to the anchor area of influence is Dunbar Elementary, the Melrose High School stadium, Old Melrose High School, and the Orange Mound Community/Senior Center. The anchor is in need of transit, pedestrian, and bicyclist infrastructure improvements to help improve connections between the anchor and surrounding civic institutions.



Short term. Partnerships with civic institutions and local community groups in the area can help to lead beautification and litter clean ups. Connecting artists and the community together to create art installations that are reflective of the cultural heritage of the district.



Long term. Infill on vacant parcels and rehabbing existing housing with an emphasis on affordability and quality should be encouraged. Building off existing infrastructure, the creation of transit-oriented development with a variety of uses and increased density should be encouraged.

Implementation Priorities

Investing in Accelerate Anchors

The **Lamar & Airways** anchor is shown with added density and height in the form of multi-use and infill. Buildings are brought closer to the street. Vacant parcels have added greenery and open green space for community use. The heavily traveled corridor of Lamar Avenue is currently in need of pedestrian safety upgrades. The rendering illustrates landscaped medians, street trees and on street parking that will help to calm traffic.



Implementation Priorities

Revitalizing Neighborhood Crossings

The anchor at **Barron & Aubra** was once a small commercial center that served the needs of neighborhood residents. This area is shown in the rendering as a vibrant and active area with added density. Once vacant parcels are transformed into greenspace and new structures. Barron is classified as an avenue. Avenues are two to three lanes across with on-street parking, side planting strips, and grassy medians as illustrated in the design concept.



Implementation Priorities

Catalytic Infrastructure 6 Way Intersection

The hazardous 6-way intersection at **Lamar/Kimball/Pendleton** is a prime example for the initiation of a mobility study. As a part of the mobility study, traffic counts, an inventory of existing sidewalk widths and appropriateness for ADA standards should be completed. Transportation and pedestrian improvements should be made for enhancement of the anchor, including increased development of desirable businesses along the corridors making up the intersection, safety measures for pedestrian crossings, including improving signal timing for traffic, and possible street buffers for additional pedestrian safety measures.



White dotted circular area shows the aerial view of 6way intersection at Lamar/ Kimball/ Pendleton.



Image shows the street view of 6 way intersection, viewing west of Pendleton Street.



Image shows the street view of 6 way intersection, viewing east of Pendleton Street.



Photo: Yancy Villa-Calvo



Photo: Yancy Villa-Calvo



Photo: City of Memphis



Photo: City of Memphis



Photo: Opticos Design, Inc.



Photo: City of Memphis



Photo: City of Memphis



35,643

Population

3,113

People per
Square Mile

43.1%

Owner Occupied
Households

NORTH

“

I have neighbors and a church that I love here. My big dream for the district is a resource center and community theater.

“

Our neighbors rally around each other. We should capitalize on actions and activities that local community members are taking to improve and maintain our neighborhoods.

“

There is historic architecture, diversity and potential for change with St. Jude and Uptown developments.

VISION

The North District includes clean, green, safe, and beautiful neighborhoods, many with rich architectural character and legendary histories. Families of all types, cultures, and backgrounds find ample job, educational, and housing opportunities. Locally-owned stores and restaurants are in thriving walkable, neighborhood business districts. Formerly blighted properties are transformed into places to work, play, and learn.

PRIORITIES

- **Strategically address blight and vacancy through land assembly with infill development, open space, and agricultural uses**
- **Encourage reuse of brownfield sites**
- **Increase access to fresh and healthy foods for the entire district**
- **Improve the pedestrian and bicyclist realm through infrastructure improvements with a focus on multimodal options**
- **District Flooding: Address flooding and stormwater issues throughout the district**

- Parks, Green space,
Recreation

Retail, Commercial,
Employment

Museums, Art, Education,
Architecture

Restaurants, Bars, Venues

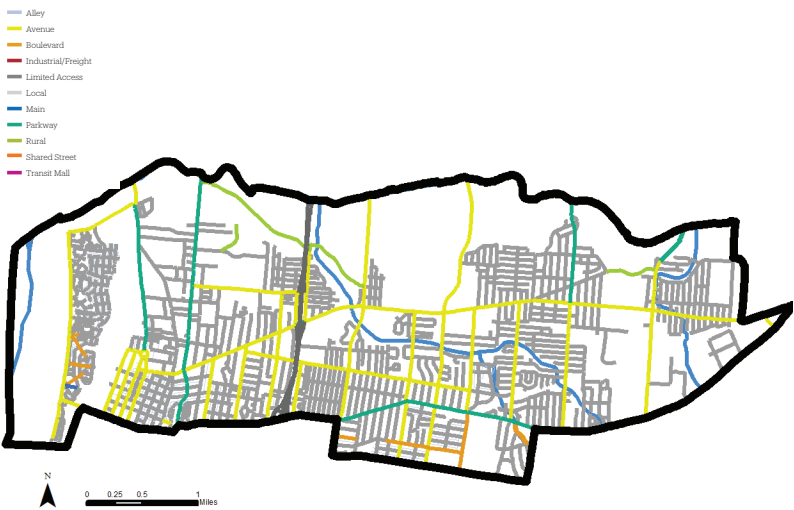
Neighborhoods, Districts

Anchors
- NORTH
- This map displays assets that were identified during the district workshop process from community members. Larger circles indicate the more times an asset was mentioned in discussion. Assets can include communal spaces, public parks, neighborhoods, street corners, places of business, and landmarks.
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- Memphis 3.0
- District Priorities
- 313

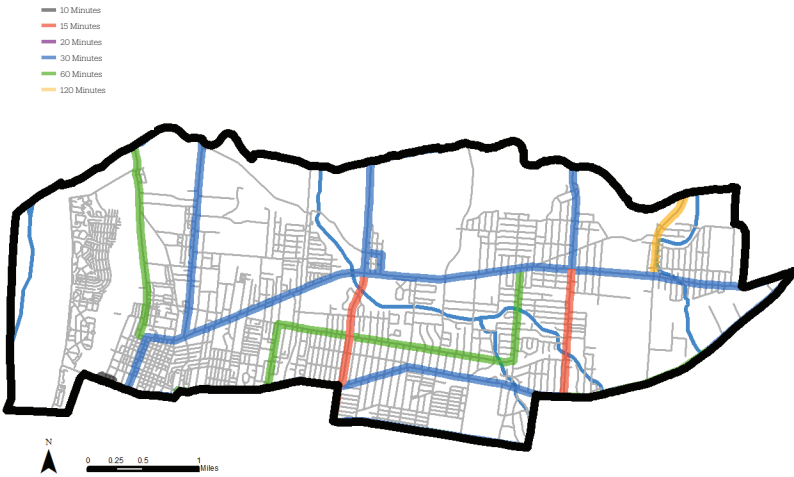
Connecting the District

The following maps show important networks and features of the district. Anchors and district actions should be supportive of connecting anchors and major corridors to employment centers, greenways and parks, and areas of opportunity.

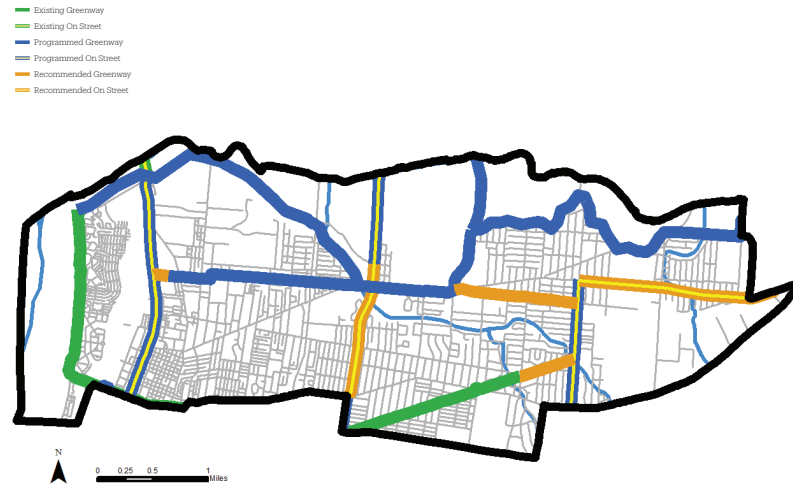
Full district profiles are available at memphis3point0.com



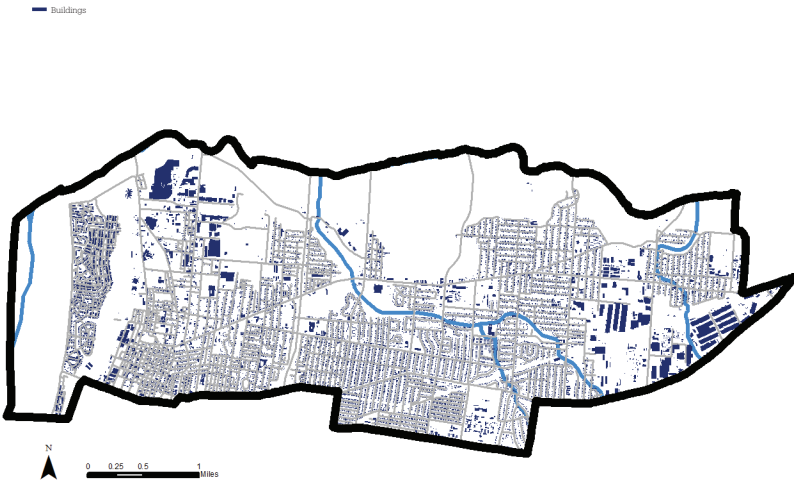
Street Network. The map shows the types of streets in the district. street improvements should focus on connecting anchors with the rest of the district and improving pedestrian and cyclist safety.



Transit Network 2022. The map shows the future transit network and anchors for the district. Each color indicates route frequency (i.e., 30 minutes). To support multimodal transit, anchors, and major corridors should be well-connected to employment centers.



Greenprint. The map above shows the Greenprint network of proposed and existing trails.



Building Footprint. The map shows the existing buildings in the district along with open spaces. A building footprint can indicate the type and size of a building along with the space between buildings.

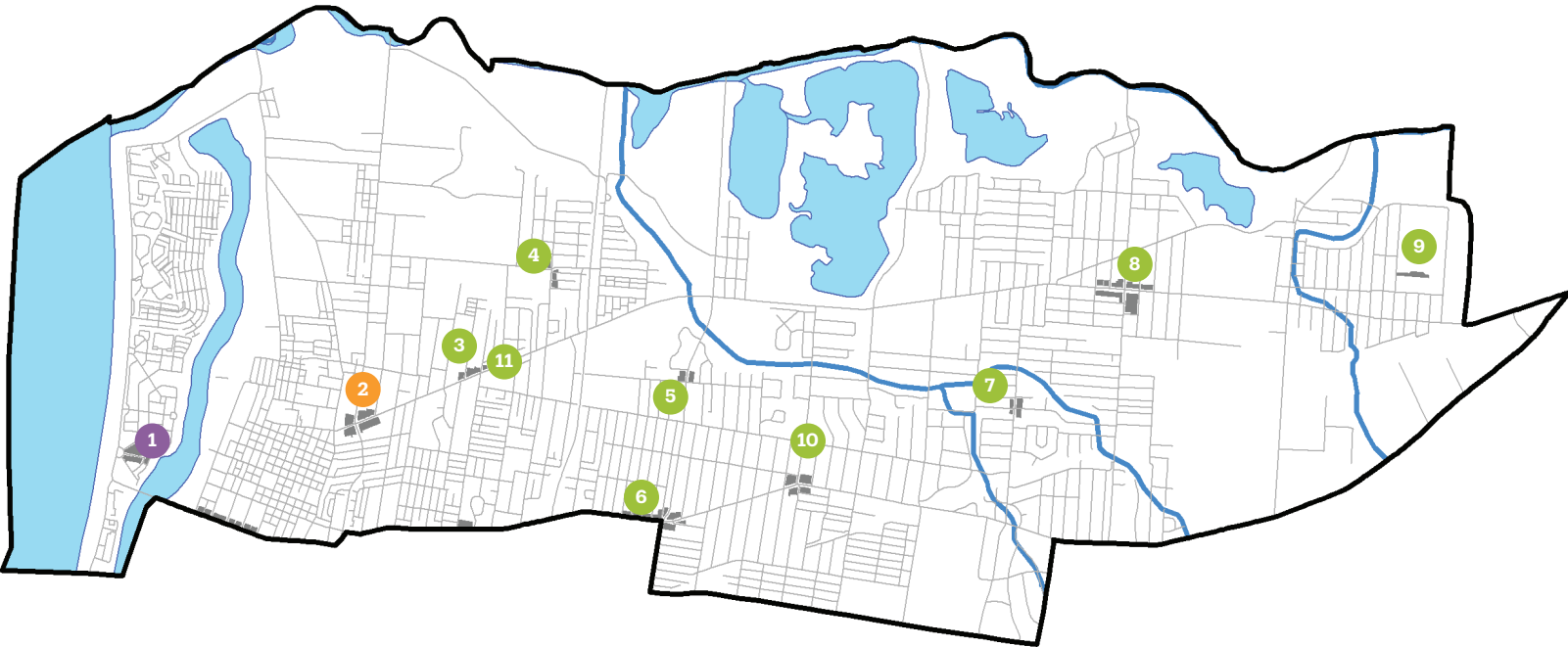
NORTH

Anchors

- NURTURE**
- 03 Chelsea & Ayers
- 04 Firestone & Breedlove
- 05 Brown & Watkins
- 06 Jackson & Watkins
- 07 Springdale & Brown
- 08 Chelsea & Hollywood
- 09 Douglass Park
- 10 Jackson & Evergreen
- 11 Jackson & Hastings

- ACCELERATE**
- 02 Chelsea & Thomas

- SUSTAIN**
- 01 Harbor Town



Actions

NURTURE

Chelsea & Ayers

NEIGHBORHOOD CROSSING

Create a garden district with vacant land.

Long-term 5-10 years

Conduct urban farm feasibility study.

Long-term 5-10 years

Firestone & Breedlove

NEIGHBORHOOD CROSSING

Develop design principles for anchors and key corridors to improve aesthetics of area.

Short-term 1-2 years

Support community based organizations and initiatives.

Short-term 1-2 years

Identify target areas for brownfield remediation.

Short-term 1-2 years

Identify funding sources for façade improvements of commercial properties in anchors. Support small businesses that serve neighborhood residents.

Short-term 1-2 years

Prioritize and incentivize energy efficiency improvements in residential and commercial buildings with emphasis on historical buildings.

Short-term 1-2 years

Conduct an environmental assessment for the area.

Short-term 1-2 years

Support community organizations in assembling land for redevelopment.

Short-term 1-2 years

Support grassroots organizations in neighborhood redevelopment.

Short-term 1-2 years

Build connections between neighborhoods including collaboration amongst existing neighborhood associations and government entities.

Short-term 1-2 years

Identify funding sources for developments with higher density in anchor areas considered prime for smart growth.

Long-term 5-10 years

Prioritize and incentivize energy efficiency improvements in residential and commercial buildings with emphasis on historical buildings

Long-term 5-10 years

Brown & Watkins

NEIGHBORHOOD CROSSING

Build connections between neighborhoods including collaboration amongst existing neighborhood associations and government entities.

Short-term 1-2 years

Align programs, resources, and regulations to support affordable housing units in new development.

Long-term 5-10 years

Identify alternate uses for vacant land such as urban forestry, urban agriculture, parks, public/open space, or interim uses.

Short-term 1-2 years

Support redevelopment of corridor.

Short-term 1-2 years

Upgrade corridor with street and façade improvements.

Short-term 1-2 years

Determine adaptive reuse strategies for closed schools and large, abandoned buildings.

Long-term 5-10 years

Development activity is occurring on the edge of the North District, providing opportunity to use that momentum to revitalize the community. The area has a vacancy rate of 21% but the capacity to capture 191 new housing units and 55 new households every year for the next five years. Infill and rehabilitation of housing should be a priority for the district and should include a diverse mix of housing types ranging in affordability.

In areas where vacancy and blight are widespread, land assembly should occur. With support from government agencies, the land can be maintained and developed by CDCs or other local nonprofits and used by the community for purposes such as recreational space until the local real estate market can support additional private development. Vacant land within anchor neighborhoods should be prioritized for attached and detached housing development that include a diverse mix of housing types that range in affordability. Vacant land within or adjacent to the flood plain should be prioritized for a natural or community supported use. Other vacant land can be transitioned into either expanded lots, home lots, or community supporting lots where appropriate.

Many abandoned industrial and potential brownfield sites are in the district as 9% of all industrial/flex space is vacant. A high priority should be brownfield assessments, identification of target areas for remediation, and readiness of sites for future use by working with local and state agencies with community engagement during the process.

The District does not have a full-service grocery store. While small grocers and corner stores currently serve residents in the North district, there are opportunities to expand access to fresh food. A community coalition should be formed to focus on identifying locations for a fresh food market. In addition, vacant land can be used to support urban agriculture to help meet this need or for temporary farmer's markets.

Much of the district lacks adequate sidewalks, bike lanes and street lighting. Infrastructure improvements should be implemented with a focus on multimodal options and include the improvement of sidewalk conditions and addition of more bike lanes. Infrastructure improvements should be prioritized at anchors and key corridors in the district.

Future investments in the transit network will decrease transit times by half and two frequent routes along some parts of Watkins and Hollywood will decrease transit times from 30 and 60 minutes to 15 minutes. The enhancement of bus stops by adding bus shelters and benches along with other pedestrian improvements can help to support improved transit in North Memphis.


Certain parts of the district lack stormwater infrastructure and flooding is an issue. At all anchors and major corridors, an assessment of current stormwater infrastructure for green infrastructure should be conducted to help begin the process of flood mitigation.

Actions


Jackson & Watkins

NEIGHBORHOOD CROSSING


Conduct an environmental assessment for the area.

 Long-term 5-10 years


Utilize incentives and other financial tools to encourage economic development and investment.

 Long-term 5-10 years


Encourage and promote high quality design infill and new construction.

 Long-term 5-10 years


Improve accessibility and pedestrian and cyclist safety through infrastructure upgrades and lighting.

 Long-term 5-10 years


Develop design principles for anchors and key corridors to improve aesthetics of area

 Short-term 1-2 years


Develop neighborhood gateway.

 Long-term 5-10 years


Support small businesses that serve neighborhood residents.

 Short-term 1-2 years

Support streetscape project to reduce traffic speed.

 Long-term 5-10 years


Encourage a mix of rehabilitated structures and new construction, with location preference given within anchors, anchors communities, and near existing assets.

 Long-term 5-10 years


Chelsea & Hollywood

NEIGHBORHOOD CROSSING

Encourage development and home lots to fill in vacant land.

 Long-term 5-10 years


Create public art projects with partners to improve public realm.

 Long-term 5-10 years


Douglass Park Area

NEIGHBORHOOD CROSSING


Support community based organizations.

 Long-term 5-10 years

Support expanded or home lots for vacancy around anchor.

 Long-term 5-10 years


Conduct an environmental assessment for the area.

 Long-term 5-10 years


Jackson & Evergreen

NEIGHBORHOOD CROSSING

Develop design principles for anchors and key corridors to improve aesthetics of area.

 Short-term 1-2 years


Encourage and promote high quality design infill and new construction

 Long-term 5-10 years


Promote quality architecture and good design that promotes quality built homes, buildings, streets, and public realm.

 Short-term 1-2 years


Build connections between neighborhoods including collaboration amongst existing neighborhood associations and government entities.

 Short-term 1-2 years


Align programs, resources, and regulations to support affordable housing units in new development.

 Long-term 5-10 years


Encourage a mix of rehabilitated structures and new construction, with location preference given within anchors, anchors communities, and near existing assets.

 Long-term 5-10 years


Utilize incentives and other financial tools to encourage economic development and investment.

 Long-term 5-10 years

Activate public space within anchors through design and programming to attract growth and density.

 Short-term 1-2 years


Increase density and affordability through mixed use development around anchors.

 Long-term 5-10 years


Jackson & Hastings

NEIGHBORHOOD CROSSING


Utilize incentives and other financial tools to encourage economic development and investment.

 Long-term 5-10 years


Encourage and promote high quality design infill and new construction.

 Long-term 5-10 years


Encourage and promote high quality design infill and new construction.

 Short-term 1-2 years

Align programs, resources, and regulations to support affordable housing units in new development.

 Long-term 5-10 years


Support small businesses that serve neighborhood residents.

 Short-term 1-2 years


Springdale & Brown

NEIGHBORHOOD CROSSING

Improve accessibility and pedestrian and cyclist safety through infrastructure upgrades and lighting.

 Long-term 5-10 years

Identify alternate uses for vacant land such as urban forestry, urban agriculture, parks, public/open space, or interim uses.

 Short-term 1-2 years

Douglass Park

NEIGHBORHOOD CROSSING

Identify alternate uses for vacant land such as urban forestry, urban agriculture, parks, public/open space, or interim uses.


 Short-term 1-2 years

ACCELERATE


Chelsea & Thomas

NEIGHBORHOOD MAIN STREET


Assess vacant land for land assembly.

 Short-term 1-2 years

Create historic walk/bike trail.

 Short-term 1-2 years


Upgrade corridor with street and façade improvements.

 Short-term 1-2 years


Identify home repair resources.

 Short-term 1-2 years


Create public art projects with partners to improve public realm.

 Short-term 1-2 years

Historic structures should have appropriate improvements.

 Long-term 5-10 years

Promote infill that supports equitable housing and infrastructure improvements.


 Long-term 5-10 years

SUSTAIN

Harbor Town

NEIGHBORHOOD MAIN STREET

Increase cultural identity around anchors through set asides for public art and programming within public spaces.

 Short-term 1-2 years



NORTH

Land Use

- Anchor Neighborhood Primarily Single Unit

Anchor Neighborhood - Mix of Building Types

Anchor Neighborhood - Urban

Primarily Single Unit Neighborhood

Primarily Multifamily Neighborhood

Neighborhood Crossing

Neighborhood Main Street

Urban Main Street
- Urban Center

Urban Core / Downtown

Medical and Institutional Campus

Low Intensity Commercial & Services

High Intensity Commercial & Services

Open Space & Natural Features

Public & Quasi Public Buildings & Uses

Parks & Recreation Facilities
- Industrial

Industrial Flex

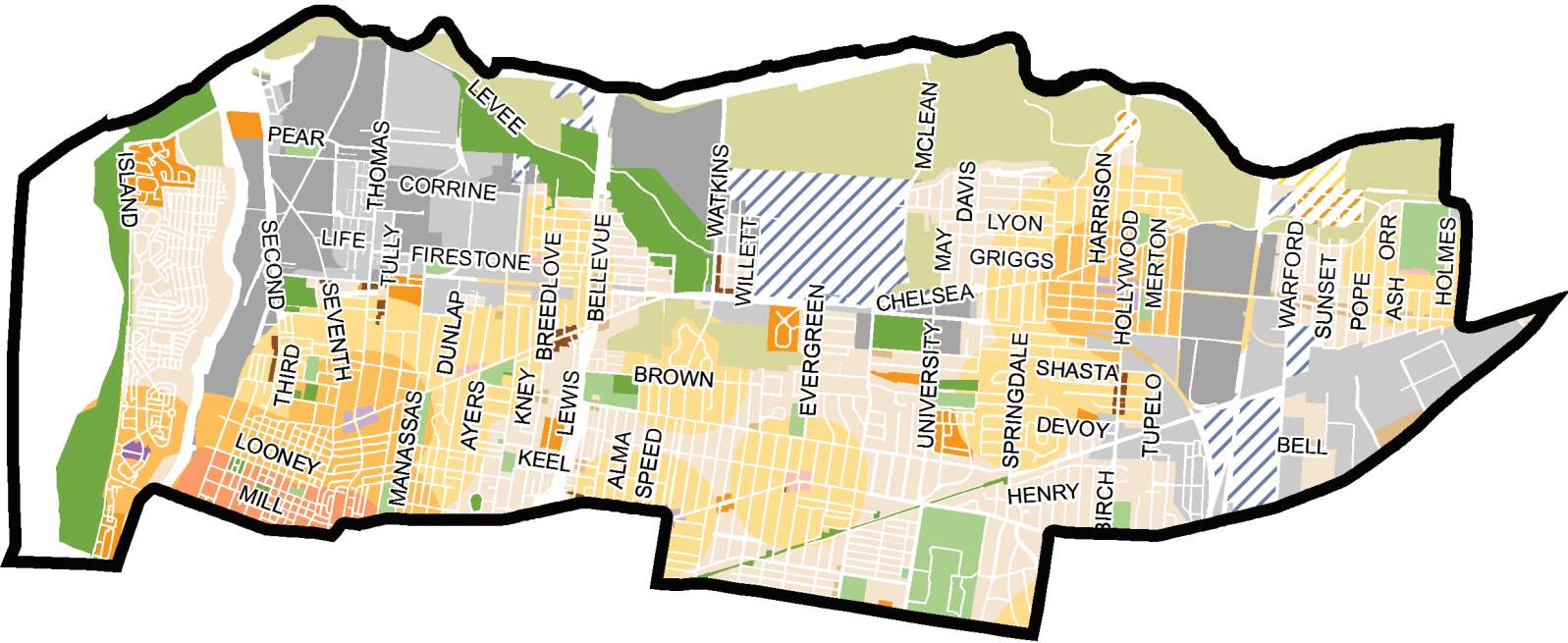
Transportation and Logistics Facilities

Transitional Neighborhood

Transitional Commercial

Transitional Industrial

The anchors in the North District are mostly a combination of Neighborhood Main Street and Neighborhood Crossings which feature house-scale buildings ranging from one to three stories. Transitional industrial areas have been applied near New Chicago Park, Kilowatt Lake, and the rail area near the Hyde Park neighborhood. These areas provide an opportunity for alternative uses such as cultural spaces, civic amenities, or less intensive industrial/flex uses.



Implementation Priorities

Investing in Accelerate Anchors

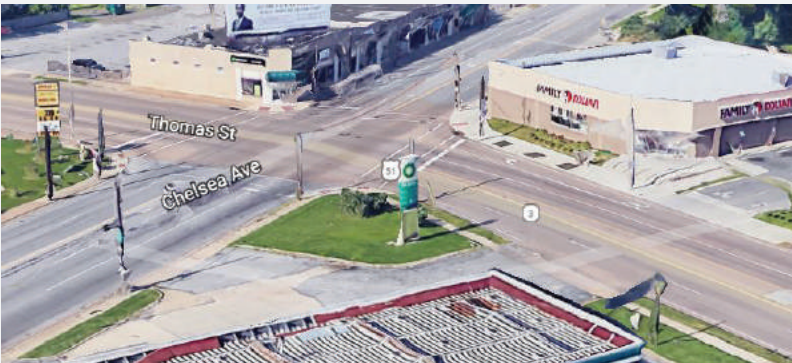
Investments and actions in accelerate anchors would be expedited in comparison to nurture or sustain anchors. More public and private investments will be encouraged through the strategic use of funding tools that not only provide economic benefits but community benefits as well. Because increased development and significant market activity is encouraged in accelerate anchors, actions will be developed as a part of the Comprehensive Plan for housing affordability to reduce the chance of displacement.



The anchor at Chelsea Avenue & Thomas Street should be accelerated to leverage benefits of adjacent investments and existing, neighborhood-serving retail. This anchor is at the intersection of two major corridors in the district and still contains a fragment of a “main street” built environment.



The Chelsea & Thomas anchor is within the Uptown TIF boundary and Uptown Community Plan, and is near historic and cultural assets, schools, a park, and community center. It is supported by a moderately stable housing market and has the opportunity to connect and transform the eastern end of the North planning district.



Short term actions: Initial actions should improve the public realm through façade and pedestrian upgrades. Bike infrastructure should be added to improve connections between the anchor and various assets in the district.



Long term actions: Mixed-use infill and redevelopment efforts around the anchor should include increased density and pursuit of a full-service grocery store.

Implementation Priorities

Investing in Accelerate Anchors

The rendering shows increased density at the **Chelsea & Thomas** anchor with new multifamily development and new businesses. Existing buildings are illustrated in grey and new buildings in white. Current gas stations across the street from each other are reimaged as neighborhood serving businesses. Trees are added to provide shade for pedestrians. A current vacant parcel is transformed into a public park, adding recreational amenities for nearby residents.



Ray Brown Urban Design

Implementation Priorities

Investing in Nurture Anchors

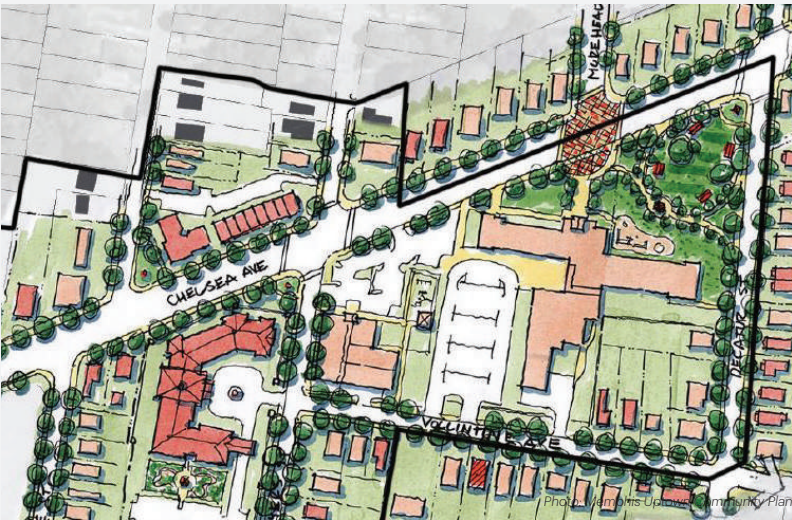
The **Chelsea & Hollywood** anchor is currently a mix of small businesses with high pedestrian activity. The rendering depicts existing buildings in grey and new buildings in white. The current gas station is upgraded and brought closer to the street. Greenspace is added for community use. High visibility crosswalks and bump outs help to improve pedestrian safety. Street trees and landscaping improve curb appeal. Chelsea is classified as an avenue. Avenues are typically adjacent to commercial, residential, and mixed land uses with two to three lanes.



Implementation Priorities

Addressing Blight and Vacancy

Residents and community leaders in **Klondike and Smokey City** wish to see the support and redevelopment of their community. The vacancy rate in Klondike-Smokey City is over 20%. Strategic land assembly is a priority to eliminate blight and support infill development. Vacant lots along within anchor neighborhoods and along major corridors should be redevelopment with a combination of mixed use structures and attached and detached housing types. Other vacant land may be converted to community uses such as, pocket parks or neighborhood gardens until infill occurs within the anchor neighborhoods and the private real estate market conditions improve. Partnerships with local organizations, such as the SPARCC table, Klondike Smokey City CDC, Neighborhood Preservation Inc., and Shelby County Landbank, should be formed and maintained to address the issue of blight and vacancy in the neighborhood and across the district.



The Memphis Uptown Community Plan (2018) features conceptual photos for redevelopment opportunities near the Chelsea Avenue and Morehead Street intersection in the Smokey City neighborhood.



An aerial image of the current Chelsea Avenue and Morehead Street intersection.



Infill opportunity along Chelsea Avenue.



Conceptual visualization of how vacant parcels in the Klondike neighborhood can be redeveloped using the Vacant Lot Typology Toolkit.

Implementation Priorities

Improving Fresh Food Access

With no full-service grocery store, residents typically have to travel outside of their community to access fresh food. Corner stores and markets currently serve the neighborhoods but are often inadequate in terms of availability of fresh and healthy options. Transforming vacant lots into community gardens is a small-scale action to improve healthy food access. The City should work with the community to determine a cost efficient way to provide water access to community serving lots. For a permanent food access solution, a community coalition should be supported to identify desired locations for a fresh food market and advocate for a full-service grocer in the district.



The Memphis Uptown Community Plan (2018) features conceptual photos for The Manassas Market near Jackson Avenue and Seventh Street. The area remains a food desert, but has shown economic support for a small grocery and service.



Photo: City of Memphis



Photo: City of Memphis



Photo: UAC, Suzi Hendrix

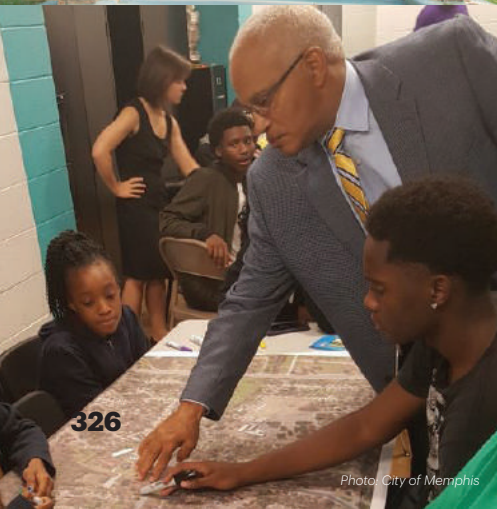
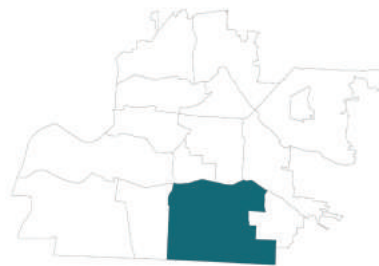


Photo: City of Memphis



55,313

Population

1,350

People per
Square Mile

46.5%

Owner Occupied
Households

OAKHAVEN & PARKWAY VILLAGE

“

Oakhaven-Parkway Village needs more spaces for the community to gather. There are not enough parks and we need another community center.

“

My neighborhood is great. Everyone knows each other and checks on one another.

“

This district is more than just industry. It has stores, restaurants, churches, and opportunities for much more!

VISION

The Oakhaven-Parkway Village District is a community with neighborhoods that are clean, safe, and well-connected to each other. It features flourishing and well-designed corridors and commercial centers. Public spaces in the district are maintained and accessible, encouraging neighbors to gather, interact, and celebrate with one another. Safe and attractive streets connect neighborhoods to each other and to all of Memphis.

PRIORITIES

- **Strategically address blight and vacancy by reducing block scale and encouraging infill development and open space uses**
- **Encourage active code enforcement around commercial centers and civic assets**
- **Promote urban design standards at commercial spaces**
- **Preserve and Protect residential neighborhoods from industrial uses with natural buffers**

- Parks, Green space, Recreation

Museums, Art, Education, Architecture

Neighborhoods, Districts

Retail, Commercial, Employment

Restaurants, Bars, Venues

Anchors

OAKHAVEN & PARKWAY VILLAGE

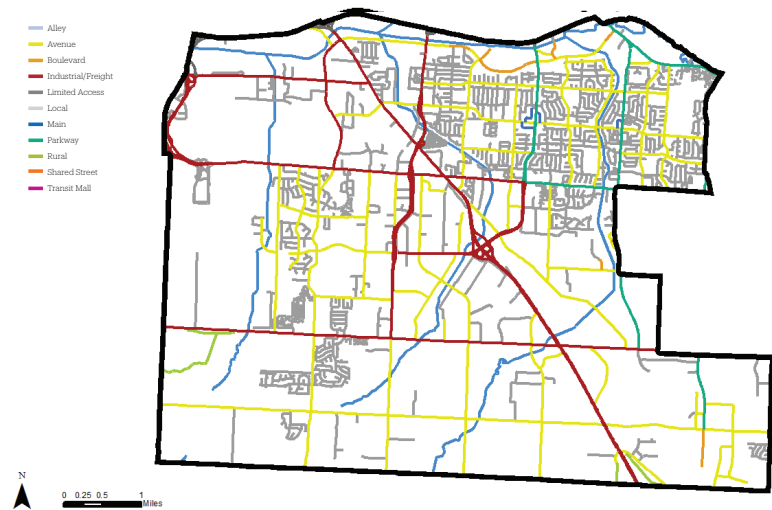
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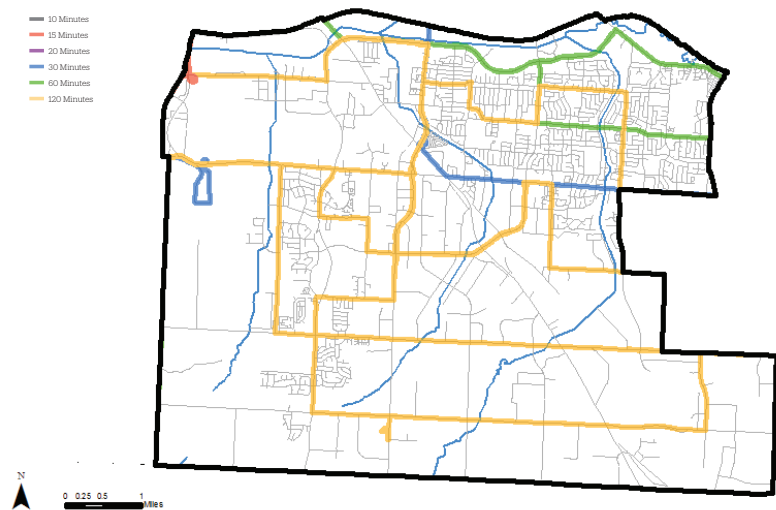
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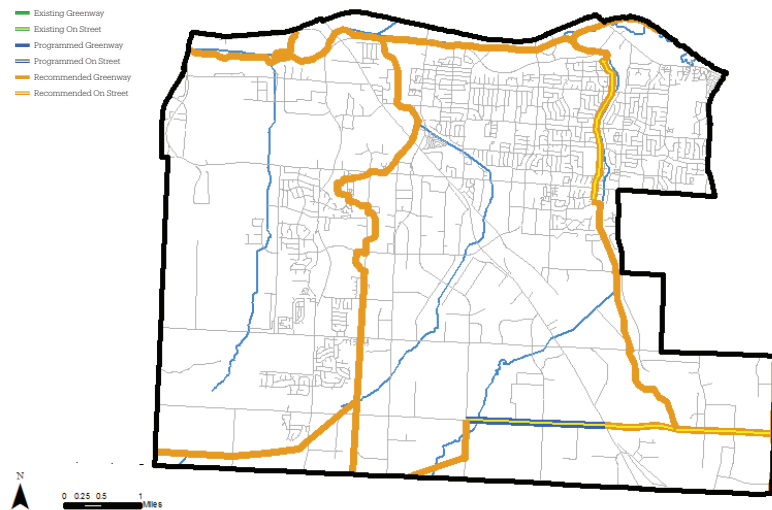
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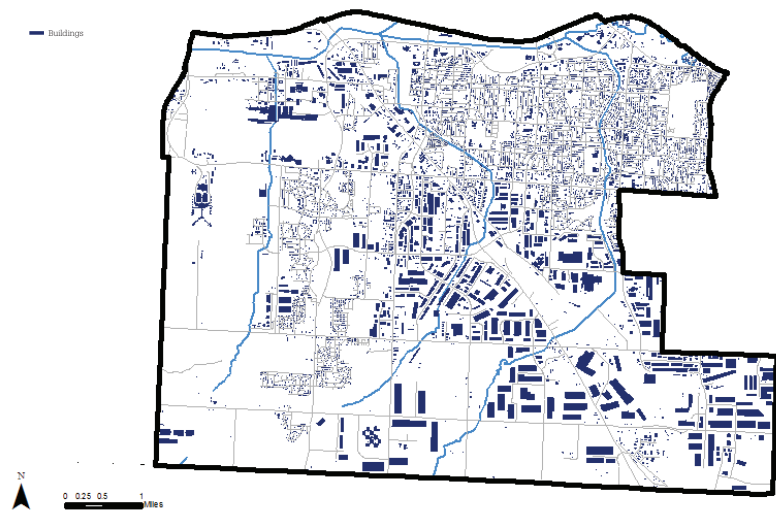
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Greenprint. The map above shows the Greenprint network of proposed and existing trails.



Building Footprint. The map shows the existing buildings in the district along with open spaces. A building footprint can indicate the type and size of a building along with the space between buildings.



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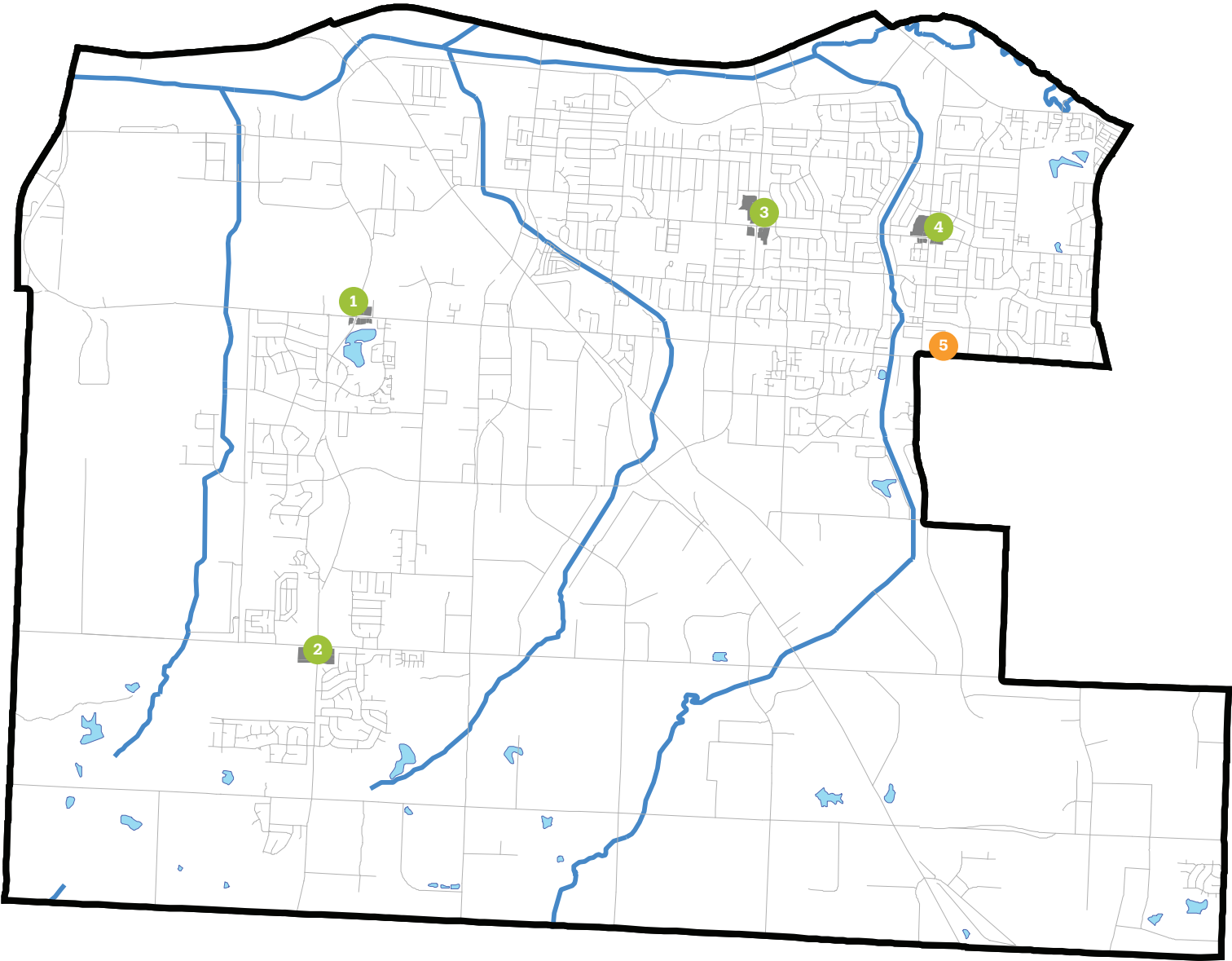
Anchors

NURTURE

- 01 Winchester & Tchulahoma
- 02 Shelby & Tchulahoma
- 03 Perkins & Knight Arnold
- 04 Mendenhall & Knight Arnold

ACCELERATE

- 05 Mendenhall & Winchester



Actions

NURTURE

Winchester & Tchulahoma

NEIGHBORHOOD CROSSING

Require the addition of high quality housing options within anchors.

Long-term 5-10 years

Connect Zodiac Park to community.

Medium-term 2-5 years

Organize community leaders to create meaningful public spaces.

Short-term 1-2 years

Prioritize safety improvements, such as pedestrian crossings, lighting, and benches.

Short-term 1-2 years

Shelby & Tchulahoma

NEIGHBORHOOD CROSSING

Prioritize safety improvements, such as pedestrian crossings, lighting, and benches.

Short-term 1-2 years

Improve Medal of Honor Park and provide better community accessibility.

Long-term 5-10 years

Perkins & Knight Arnold

URBAN MAIN STREET

Prioritize anchors with high-visibility for development.

Long-term 5-10 years

Implement and increase signage and street paint to highlight heavy utilized pedestrian crossings.

Short-term 1-2 years

Attract and retain desirable businesses that provide vibrancy to the local and regional economy.

Medium-term 2-5 years

Restructure building placement and parking to maximize aesthetics.

Long-term 5-10 years

Implement zoning changes to reduce or eliminate barriers to innovative and alternative uses of space, especially for entrepreneurs.

Long-term 5-10 years

Support local business associations, arts venues, and cultural organizations that contribute to the diversity of commercial areas.

Short-term 1-2 years

Mendenhall & Knight Arnold

URBAN MAIN STREET

Implement and increase signage and street paint to highlight heavy utilized pedestrian crossings.

Short-term 1-2 years

Prioritize the anchors with high visibility for development.

Long-term 5-10 years

Attract and retain desirable businesses that provide vibrancy to the local and regional economy

Medium-term 2-5 years

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Short-term 1-2 years

ACCELERATE

Mendenhall & Winchester

URBAN MAIN STREET

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Short-term 1-2 years

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Long-term 5-10 years

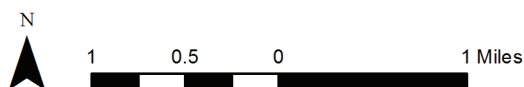
The Oakhaven-Parkway Village district is a strong employment center with 21% of jobs within the City located in this district. Connectivity to jobs and amenities is paramount for the evolution of the district. Connectivity between the individual neighborhoods, especially between Oakhaven and Parkway Village, is difficult as Lamar Avenue (Highway 78) and heavy industrial infrastructure creates a major barrier. However, by focusing on safety improvements for pedestrians such as refuge islands, sidewalks, and lighting, it will become safer and reduce the barrier for pedestrians. A recent \$71.1 million federal grant to improve Lamar Avenue is also a bright beginning to infrastructure improvements. The addition of medians, landscaping, and other pedestrian protection measures on Lamar Avenue should be recommended.

Several shopping centers along Knight Arnold are the primary areas of commercial activity for the district. There are some vacancies that provide an opportunity for retail and small businesses to provide additional amenities for the immediate neighborhoods. While the spaces are frequented by local community members, beautification and façade improvements are needed. Small grants for flowers, trees, and lighting should be pursued to improve aesthetic appeal.

The district is a strong economic engine for the City. It houses 53% of the industrial/flex space and includes the Memphis International Airport. The high amount of industrial activity and the airport provides jobs, economic activity, and revenue for the district. However, appropriate buffering from this activity is needed between residential developments and industrial land uses, especially in the south-western part of the district. Options such as installing landscaping, greenways, and trails should be explored to remedy this issue.

Land Use

- Future land use focuses on encouraging a mix of uses and density around anchors. Anchors are designated Neighborhood Main Street and Urban Main Street and feature walkable, mixed-use centers that are one to two blocks and larger mixed-use centers that are several blocks located on main corridors. Land use buffers to protect industrial from residential have been applied around the Winchester & Tchulahoma anchor and the Shelby & Tchulahoma.



Implementation Priorities

Investing in Accelerate Anchors

Recommended actions centered around these anchors focus on façade improvements, increase of businesses in vacant store fronts, and implementation of beautification elements to the shopping centers and surrounding areas.



Both anchors currently exist at busy intersections (Perkins/Knight Arnold and Mendenhall/Knight Arnold) and are set back from the street with large parking lots and spaces in the front. A mix of commercial and office exist around the anchors, including local and chain restaurants, supermarkets, shopping, medical, multifamily housing, and the Parkway Village Public Library.



The Parkway Village Public Library is within the Perkins/Knight Arnold anchor. Façade improvements, street furniture, trees, and public art should be considered for this anchor. At the Mendenhall/Knight Arnold anchor, similar investments and improvements should be considered with the added application of emphasizing desirable businesses.



Short term: By involving youth and other community members for short-term, community clean ups in commercial areas, business owners and community members can develop deeper connections. Incentivizing local artists and community members for short term art installations that will help lead to additional investments for needed public infrastructure and amenities.



Long term: Increase density with mixed-use development. Create green infrastructure within current underutilized parking facilities by planting trees, flowers, and installing pedestrian facilities.

Implementation Priorities

Investing in Accelerate Anchors

The rendering shows infill and mixed-use development at the commercial strips in the **Knight Arnold & Perkins** anchor. To connect the new developments and surrounding neighborhoods, trails and greenspace lined with trees are added. The trails and greenspace also provide recreation opportunities. Landscaped medians and bike lanes along Knight Arnold and Perkins calm traffic. Pedestrian improvements in the form of crosswalks and street trees will increase safety and curb appeal.



brg3s

Implementation Priorities

Investing in
Nurture Anchors

The rendering shows increased density in the form of new housing and businesses on vacant parcels at the **Shelby & Tchulahoma** anchor. A new street is added on the West side of Tchulahoma to connect existing housing with new development. Open space is left for potential recreation and community uses. The addition of crosswalks, sidewalks and shade trees improve the pedestrian realm.





72,839
Population

1,972
People per
Square Mile

53%
Owner Occupied
Households

RALEIGH

“

Raleigh has unique and varied landscapes with good neighborhoods.

“

Infill opportunities for new commercial businesses are abundant in Raleigh.

“

We have a sense of community with strong civic and faith-based communities.



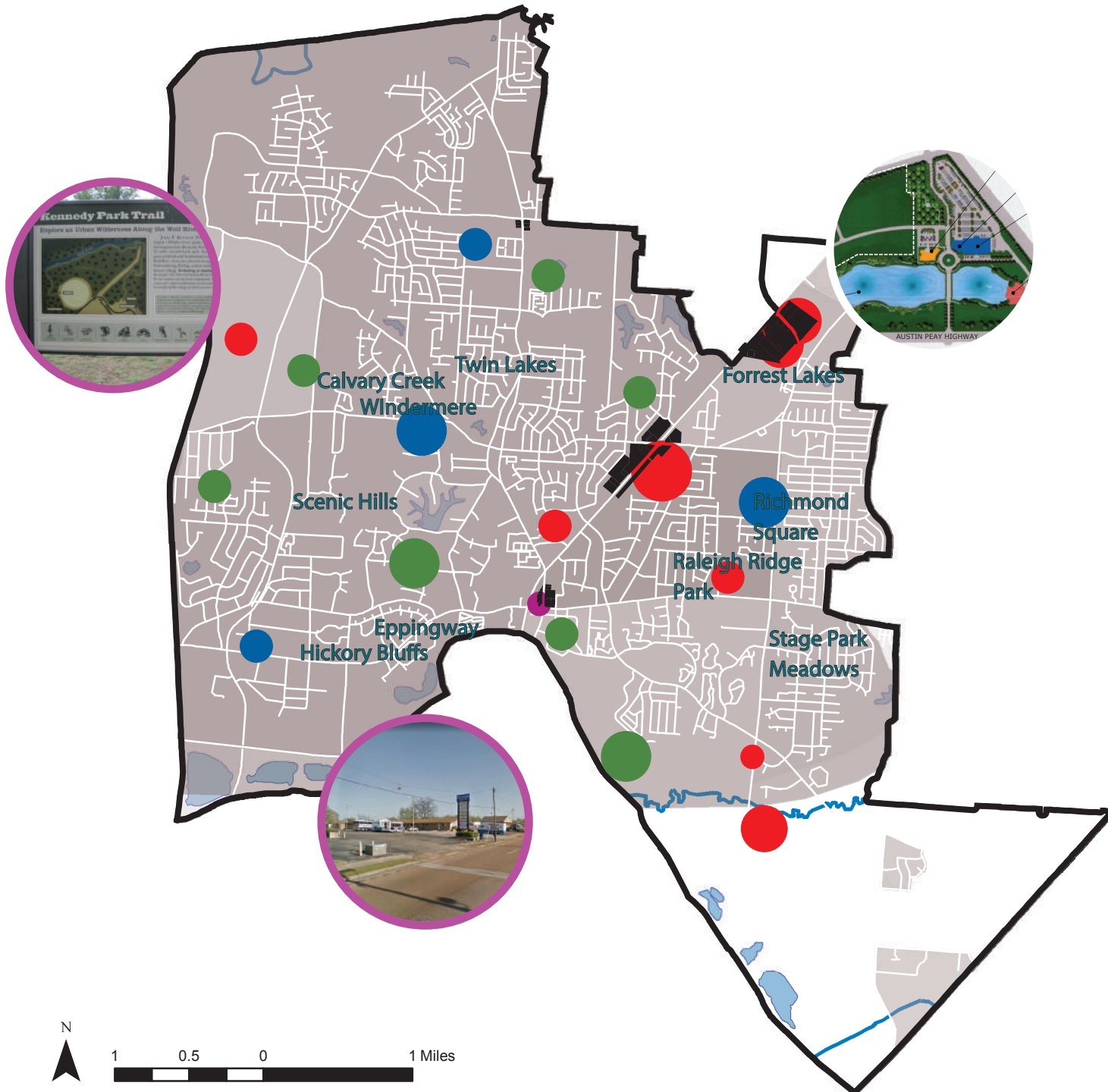
VISION

The Raleigh District has a multitude of retail, entertainment, and dining options utilized by residents and recreational opportunities that draw in those from within and outside the City of Memphis, creating more opportunity for those that live there. The history of the district is prominent and featured in developments and public art. Corridors are safe for pedestrians and all who use them and connect the entire district. Community spaces and public facilities are hubs of activity and provide enjoyment for all.

PRIORITIES

- **Increase pedestrian and bicyclist safety and accessibility along major corridors with infrastructure improvements**
- **Strengthen commercial areas through infill and mixed retail options**
- **Improve the quality of public facilities and civic spaces**
- **Emphasize Old Raleigh history with new attractions and development**

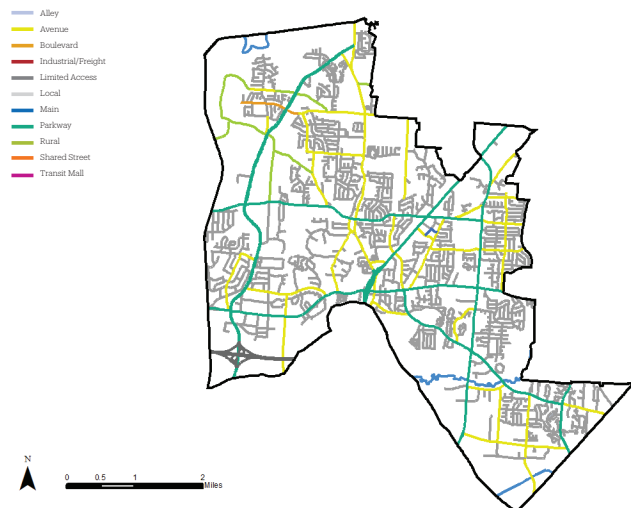
- Parks, Green space, Recreation
- Museums, Art, Education, Architecture
- Neighborhoods, Districts
- Retail, Commercial, Employment
- Restaurants, Bars, Venues
- Anchors



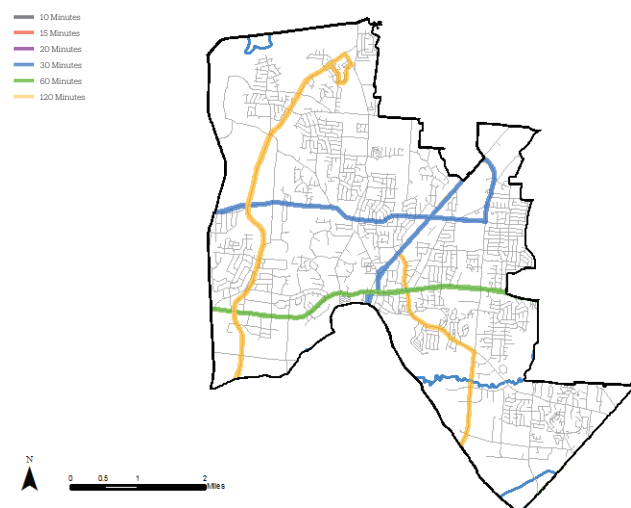
Connecting the District

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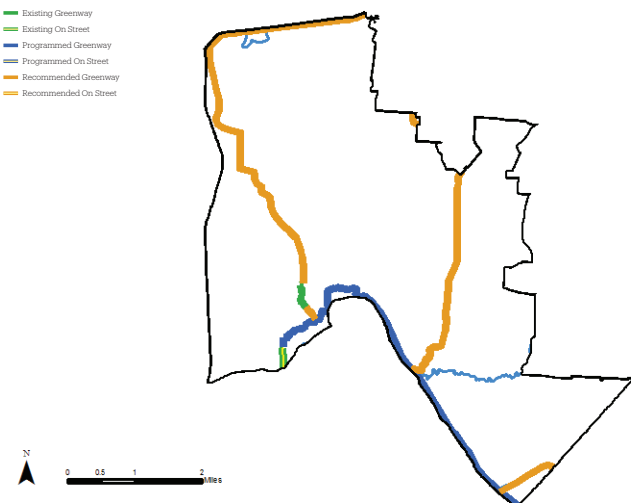
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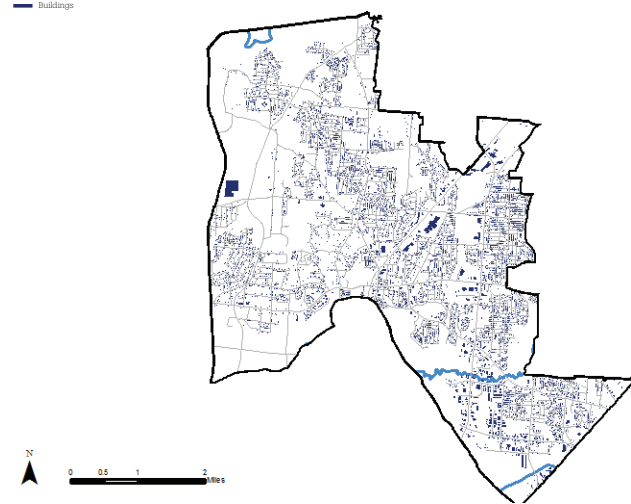
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Transit Network 2022. The map shows the future transit network and anchors for the district. Each color indicates route frequency (i.e., 30 minutes). To support multimodal transit, anchors, and major corridors should be well-connected to employment centers.



Greenprint. The map above shows the Greenprint network of proposed and existing trails.



Building Footprint. The map shows the existing buildings in the district along with open spaces. A building footprint can indicate the type and size of a building along with the space between buildings.



Photo: City of Memphis



Photo: Gary S. Whitlow



Photo: Gary S. Whitlow



Photo: Gary S. Whitlow

Anchors

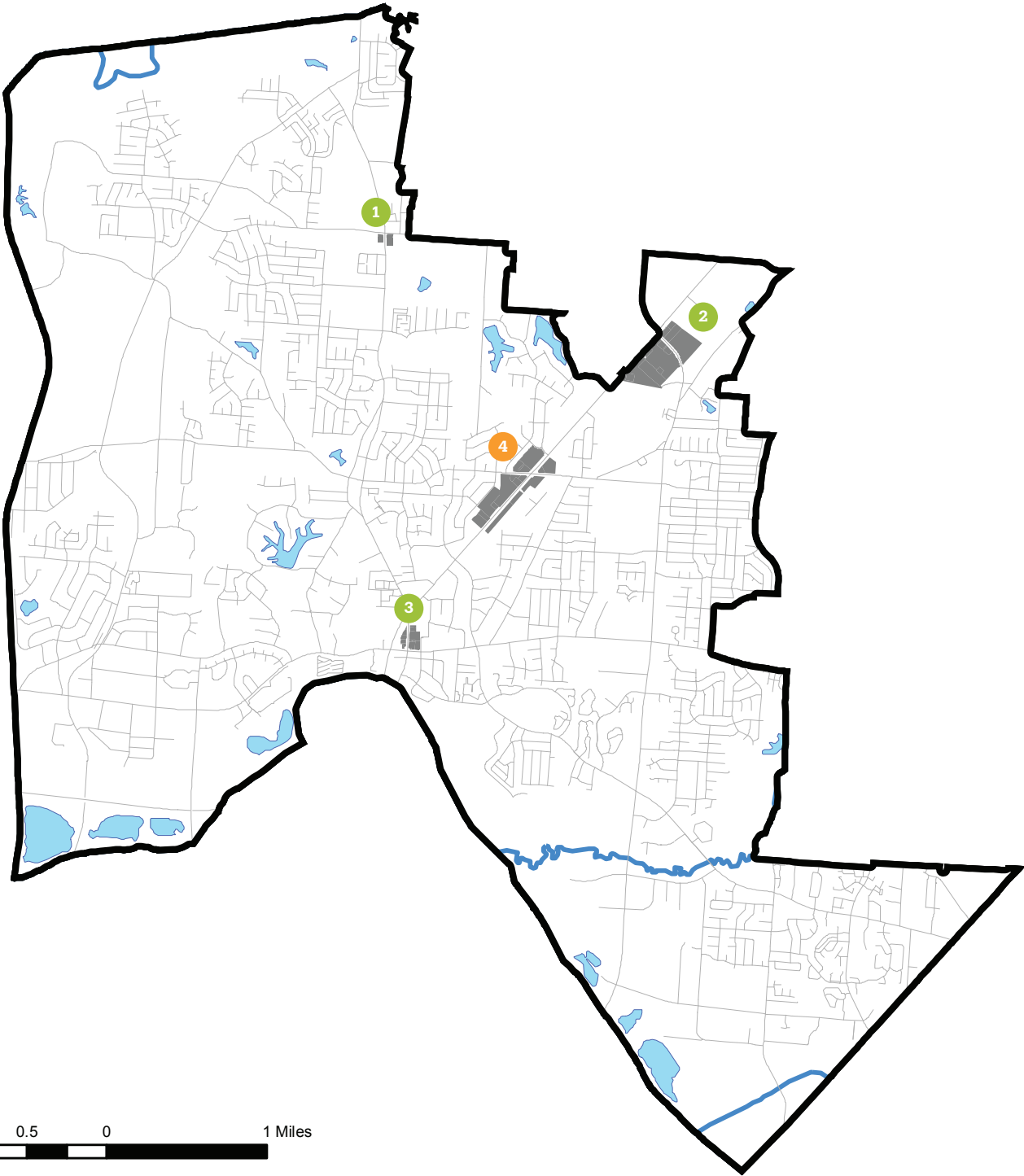
- **NURTURE**

01 Raleigh Egypt

02 New Covington & Austin Peay

03 James Road/Old Raleigh
- **ACCELERATE**

04 Raleigh Springs Mall



Actions

NURTURE

Raleigh Egypt

NEIGHBORHOOD CROSSING

Create an easy licensing system that allows vacant commercial spaces to be used as pop-up shops.

Short-term 1-2 years

Provide incentives to service-based businesses to locate in anchor areas.

Medium-term 2-5 years

Develop a down payment assistance program in anchor neighborhoods.

Long-term 5-10 years

Focus the use of Division of Housing and Community Development's Strategic Community Investment Funds (SCIF) in anchor neighborhoods.

Long-term 5-10 years

Identify financial resources to repair and renovate homes, upgrade the neighborhoods with signage, cameras, speed bumps, lighting, bike lanes, and beautification.

Long-term 5-10 years

Upgrade the Frayser-Raleigh Senior Center grounds and the adjacent community park to be a focal point in the community.

Long-term 5-10 years

New Covington & Austin Peay

NEIGHBORHOOD MAIN STREET

Market medical office/services development along New Covington.

Medium-term 2-5 years

Install sidewalks along New Covington near Covington Pike.

Medium-term 2-5 years

Create an easy licensing system that allows vacant commercial spaces to be used as pop-up shops.

Short-term 1-2 years

Provide incentives to service-based businesses to locate in anchor areas.

Medium-term 2-5 years

Focus the use of Division of Housing and Community Development's Strategic Community Investment Funds (SCIF) in anchor neighborhoods.

Long-term 5-10 years

James Road/Old Raleigh

NEIGHBORHOOD MAIN STREET

Capture the "Old Raleigh" character to improve design and character.

Medium-term 2-5 years

Enhance the area around the "Welcome to Raleigh" sign to create a gateway.

Short-term 1-2 years

Support the implementation of the John F. Kennedy Park to Loosahatchie Connector greenway.

Long-term 5-10 years

Activate Kennedy Park and Pierotti Park to decrease nuisance issues.

Medium-term 2-5 years

Install sidewalks along Old Austin Peay.

Medium-term 2-5 years

Apply traffic calming measures along Old Austin Peay.

Long-term 5-10 years

Vacant commercial spaces to be used as pop up shops for small businesses.

Long-term 5-10 years

Identify incentives to service-based businesses to locate to anchor areas.

Long-term 5-10 years

Increase beautification (median flower beds) and poll signage indicating historical Raleigh District (old Raleigh Cemetery, Raleigh Springs, Raleigh Inn, 1st County Seat, etc.).

Long-term 5-10 years

Support new opportunities for civic institutions that highlight the historic importance of the district.

Long-term 5-10 years

Support signage for entrance ways into and exiting the district for distinction.

Long-term 5-10 years

Identify and market services to capitalize on existing services.

Long-term 5-10 years

ACCELERATE

Raleigh Springs Mall

URBAN CENTER

Provide incentives to small and minority-owned businesses to locate in commercial districts.

Short-term 1-2 years

Incentivize infill on parking lots at anchors with excess parking.

Short-term 1-2 years

Apply traffic calming measures along Austin Peay.

Short-term 1-2 years

Provide incentives for facade and landscaping improvements in surrounding commercial centers.

Medium-term 2-5 years

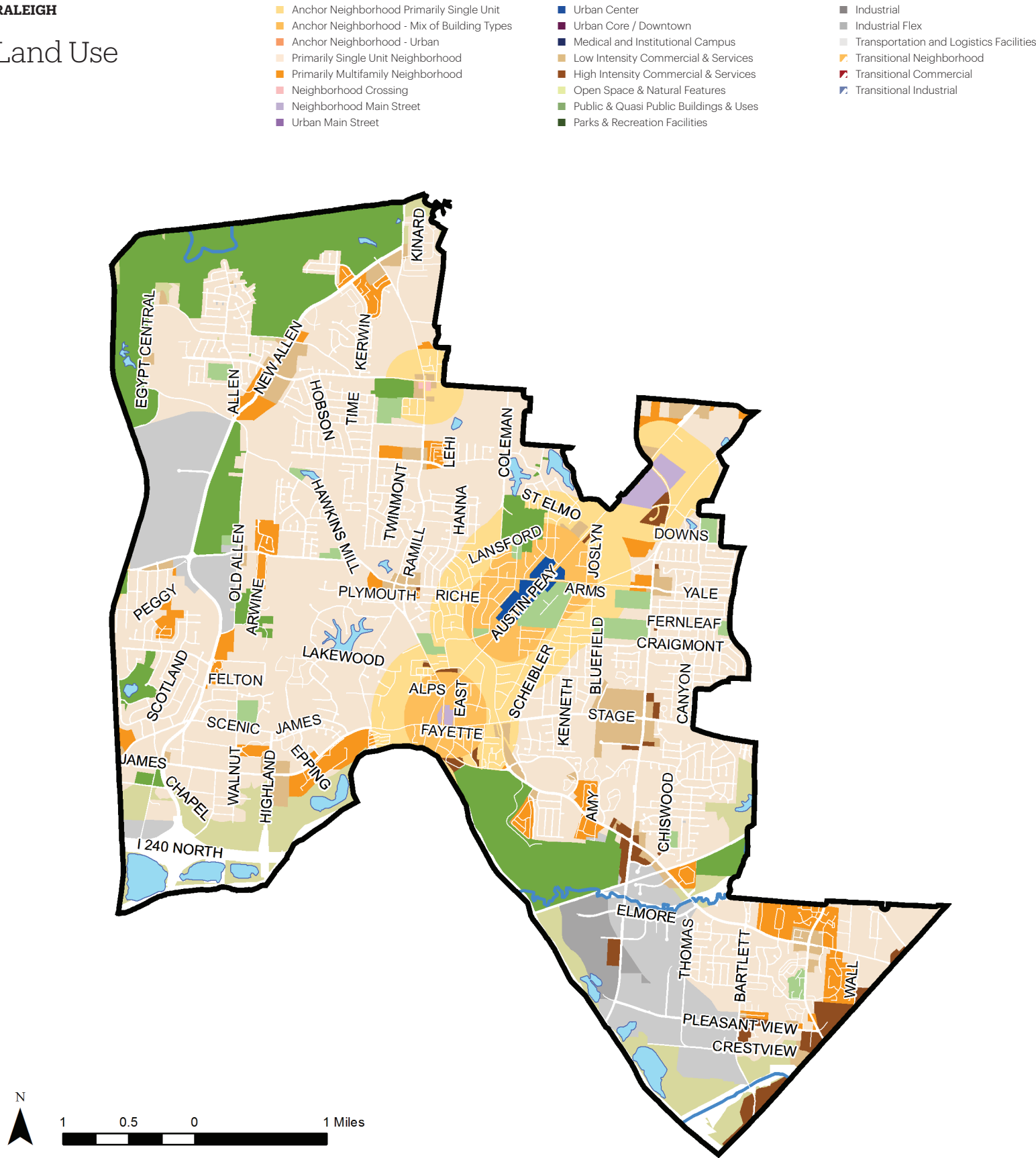
Encourage mixed-use infill to increase density on vacant parcels.

Long-term 5-10 years

The Raleigh District has a large amount of retail vacancy at 20%. However, new development at the former Raleigh Springs Mall site can serve as a catalyst to development elsewhere in the district and help to strengthen existing commercial and retail centers. Raleigh was once a tourist destination and incorporating that legacy in future developments can instill pride for residents while informing visitors of its history. Focusing on commercial and retail centers in anchor areas first in the short term, providing incentives or grants for façade, landscaping, and art installations that incorporate the local history should improve the aesthetics of the centers and allowing pop up shops in vacant spaces will activate the centers temporarily and can lead to a permanent shop. In the long term, incentivizing certain types of retailers, grocers, and restaurants to locate in Raleigh or infill development on vacant parcels.

Parks and open space are plentiful in Raleigh. Nine City parks are in the district along with a boat launch on the Wolf River at Kennedy Park and a one-mile section of the Wolf River Greenway. The district also has two community centers. Although recreational opportunities and community spaces exist throughout Raleigh, improvements are needed to increase the quality, accessibility, safety and use of these spaces. Ensuring that appropriate transit, pedestrian, and cyclist infrastructure and lighting are present along with wayfinding will increase access for all residents and increase use at these spaces. To address safety concerns, working with already established community groups to activate parks and community centers can decrease nuisance issues and encourage active positive uses.

Land Use



Implementation Priorities

Investing in Accelerate Anchors

At the site of the former Raleigh Springs Mall, Raleigh Town Center will feature a large body of water with a one-mile walking trail, green space, and a skate park. A new police precinct and public library will also be on the site. Thirty acres of land will intentionally be left undeveloped to allow for later market potential and phasing of other public improvements. Future buildings should reinforce multi-use facilities and access, which can include mixed-use design elements, green infrastructure, and working towards Complete Streets.



Photo: City of Memphis HCD

The Raleigh Town Center site is an active construction site. Commercial strips with retail and dining establishments are near the anchor. Surrounding housing is mostly single family. There are two large vacant parcels north of Yale Road. Infrastructure safety upgrades for pedestrians are needed along Austin Peay.



Photo: City of Memphis HCD

Short term. Completing Phase I of the project will allow for the new Raleigh Town Center to become an active space. Façade improvements and landscaping at surrounding commercial centers will improve aesthetics to the area.



Many civic and educational institutions are in the anchor area of influence. Craigmont Middle School, Craigmont High School, the current Raleigh Library, and the Raleigh Community Center all surround the anchor.



Long term. Incentivize and work with developers to provide mixed-use infill opportunities on remaining 30 acres that support needs of the community.

Implementation Priorities

Investing in Accelerate Anchors

At **Austin Peay & Yale Road**, pedestrians are prioritized with the new development of a walking trail and public facilities at the historic Raleigh Springs Mall. Painted crossing strips with tree plantings along added sidewalks create connections between existing businesses to the new Raleigh Town Center public amenities. Austin Peay and Yale Road are designated as parkways and both have their own additional bike lanes and left turn pockets at the major intersection, providing other modes of access. New development is encouraged to the Northwest of Yale Road. Design concept by Self+Tucker Architects.

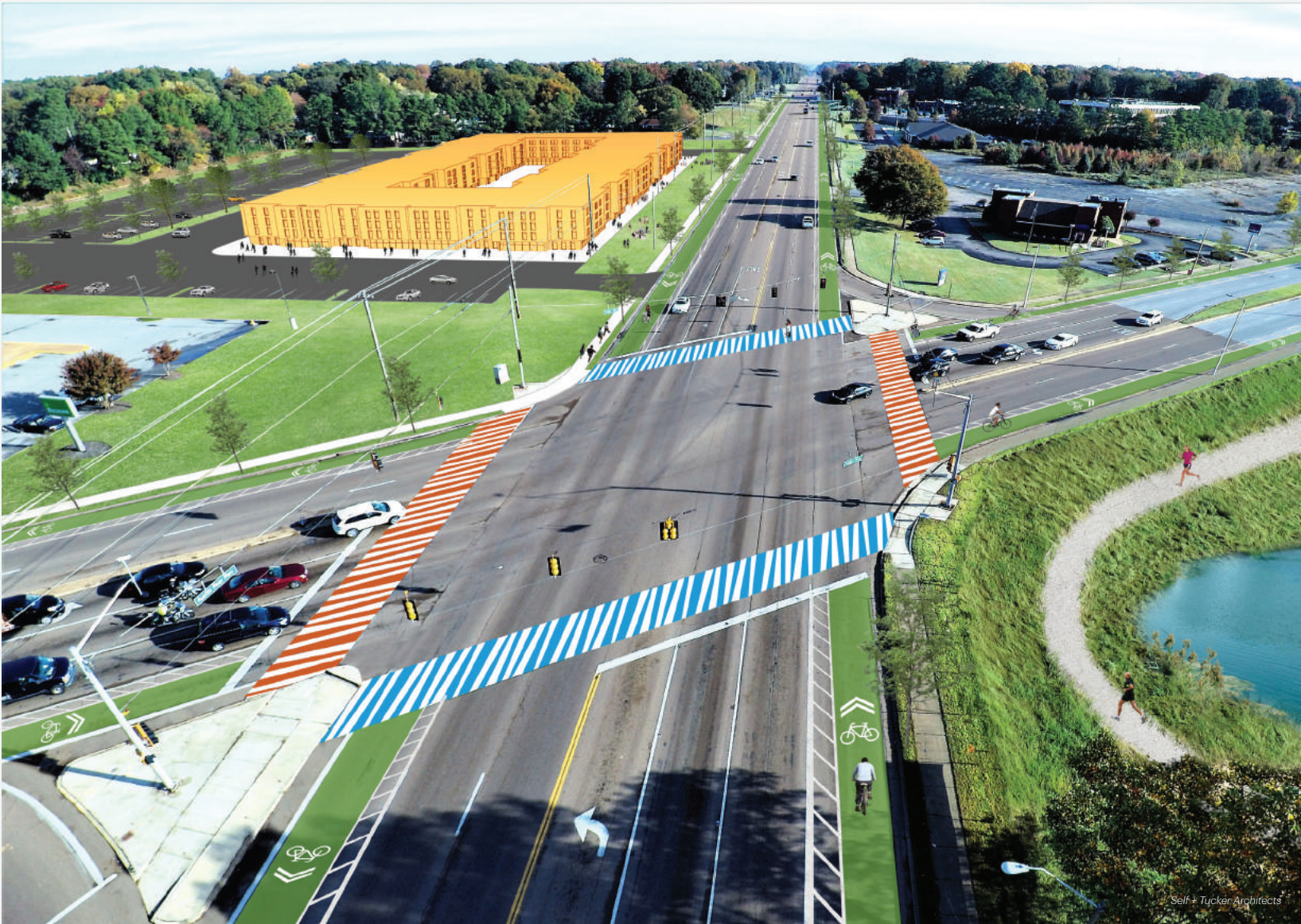






Photo: Gary S. Whitlow



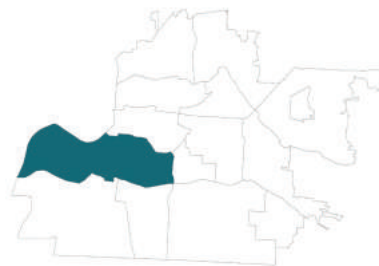
Photo: UAC, Jamond Bullock



Photo: Gary S. Whitlow



Photo: UAC, Yvonne Bobo



37,958
Population

1,172
People per
Square Mile

46.9%
Owner Occupied
Households

SOUTH

“

There is a lot of history in South Memphis and a lot of opportunity for growth and renewal.

“

South Memphis is my home. My family has been in this community since the 1950s.

“

Having a historically black college such as LeMoyne Owen College in the area is a wonderful resource.

VISION

South District is a place where residents enjoy a sustainable and desirable community, where heritage assets are protected and used as catalysts for economic and cultural opportunities. The South planning district is supported by appropriate infrastructure, improved pedestrian facilities, quality housing, well-connected parks, and community assets, and has innovative community spaces and entertainment.

PRIORITIES

- **Strategically address blight and vacancy with a mix of building redevelopment and open space and agricultural uses**
- **Improve pedestrian and cyclist infrastructure to increase accessibility and support multi-modal transportation options**
- **Promote affordable, high quality multifamily development**
- **Encourage active code enforcement around commercial centers and civic assets**

- Parks, Green space,
Recreation

Retail, Commercial,
Employment

Museums, Art, Education,
Architecture

Restaurants, Bars, Venues

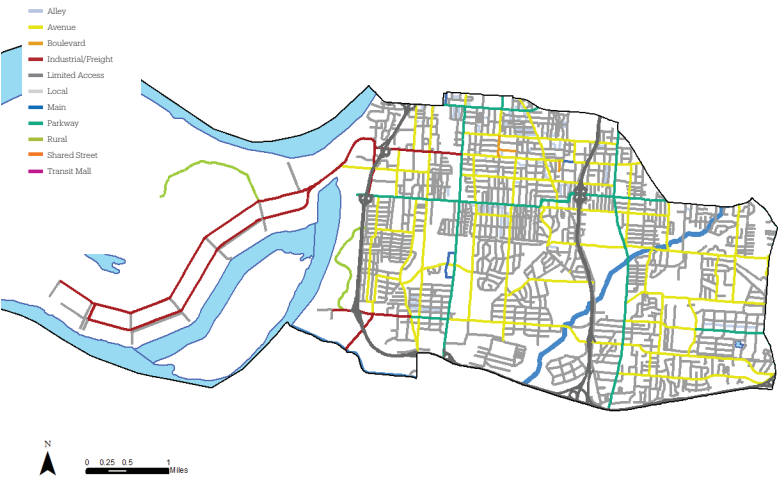
Neighborhoods, Districts

Anchors
- SOUTH
- This map displays assets that were identified during the district workshop process from community members. Larger circles indicate the more times an asset was mentioned in discussion. Assets can include communal spaces, public parks, neighborhoods, street corners, places of business, and landmarks.
- A map of Memphis, Tennessee, showing various districts and their associated assets. The map is oriented with North at the top. The districts labeled are French Fort, Washington Heights, Riverview, Mallory Heights, Hamilton, Prospect Park, Castalia Heights, and Alcy-Ball. Assets are represented by colored circles of varying sizes. The legend indicates that green circles represent Parks, Green space, Recreation; red circles represent Retail, Commercial, Employment; blue circles represent Museums, Art, Education, Architecture; purple circles represent Restaurants, Bars, Venues; yellow circles represent Neighborhoods, Districts; and black squares represent Anchors. The size of the circle indicates the frequency of mention by community members. The map also shows the Mississippi River to the west and south of the city.
- A north arrow pointing upwards, labeled 'N'. Below it is a scale bar with markings for 1, 0.5, 0, and 1 Miles.
- Memphis 3.0
- District Priorities
- 347

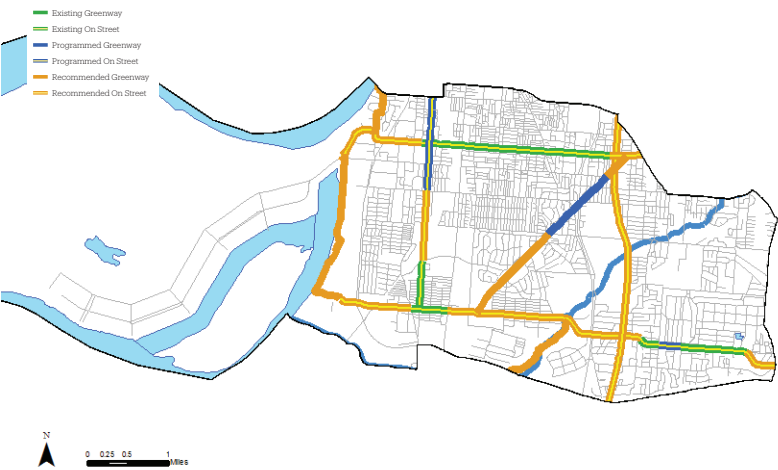
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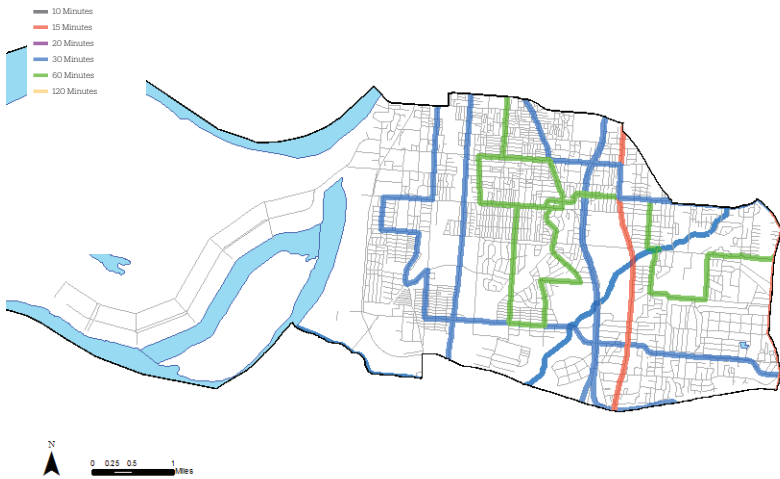
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SOUTH

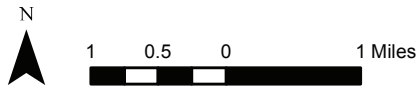
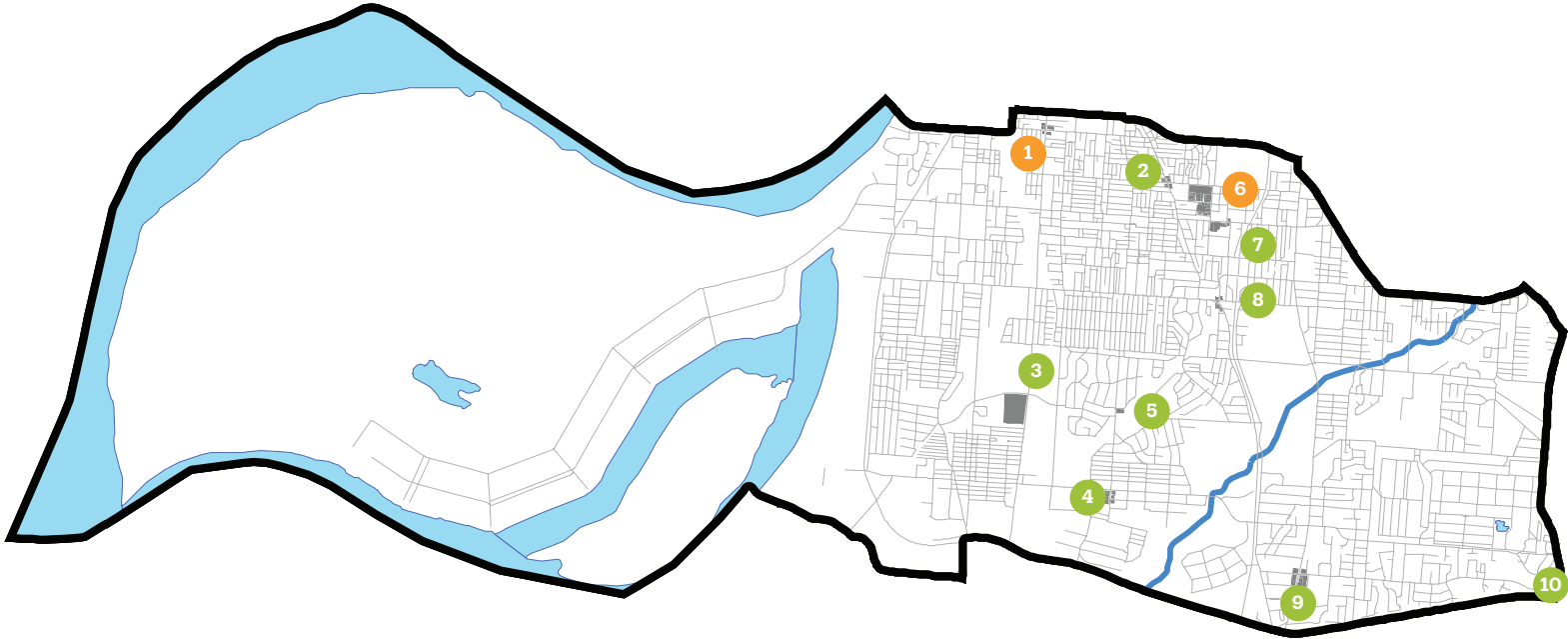
Anchors

NURTURE

- 02 Mississippi & Walker
- 03 Third & Belz
- 04 Lauderdale & Mallory
- 05 Lauderdale & Rosewood
- 07 Soulsville
- 08 Kerr & Gaither
- 09 Elvis Presley & Alcy
- 10 South & Alcy Ball

ACCELERATE

- 01 Third & Crump
- 06 Neptune & Walker




Actions

NURTURE


Mississippi & Walker

NEIGHBORHOOD MAIN STREET


Work with local organizations and private developers to incentivize affordable housing with infill.

 Long-term 5-10 years

Apply traffic calming measures such as speed bumps.

 Short-term 1-2 years


Provide minor upgrades to park and community centers.

 Short-term 1-2 years


Third & Belz

NEIGHBORHOOD MAIN STREET


Work with local housing agencies to promote TDHA Hardest-Hit Fund Down Payment.

 Long-term 5-10 years


Improve accessibility and mobility options to connect single unit neighborhoods with anchors and public assets.

 Long-term 5-10 years

Install medians with native grasses along major corridors.

 Short-term 1-2 years


Improve Belz Park with neighborhood supporting amenities.

 Medium-term 2-5 years


Support high quality, affordable multifamily housing.

 Long-term 5-10 years


Encourage small and local businesses to inhabit vacant commercial space within anchors.

 Long-term 5-10 years

Identify financial resources to support existing businesses.

 Short-term 1-2 years


Encourage placemaking and beautification within anchors and connected corridors.

 Short-term 1-2 years

Lauderdale & Mallory

NEIGHBORHOOD MAIN STREET


Work with local housing agencies to promote TDHA Hardest-Hit Fund Down Payment.

 Long-term 5-10 years

Design and construct off-street shared use path adjacent to the Nonconnah Creek.

 Medium-term 2-5 years

Assess vacant land around anchor for strategic land assembly.

 Medium-term 2-5 years


Lauderdale & Rosewood

NEIGHBORHOOD CROSSING

Incentivize façade and landscaping improvements at commercial locations.

 Medium-term 2-5 years

Work with local housing agencies to promote TDHA Hardest-Hit Fund Down Payment.

 Long-term 5-10 years


Soulsville

NEIGHBORHOOD MAIN STREET

Incentivize affordable housing with infill.

 Long-term 5-10 years


Provide wayfinding along Elvis Presley to guide traffic to Soulsville/Stax.

 Short-term 1-2 years

Kerr & Gaither

NEIGHBORHOOD MAIN STREET

Work with local organizations and private developers to incentivize affordable housing with infill.

 Long-term 5-10 years

Advance implementation time frame for the South Memphis Greenline.

 Short-term 1-2 years

Elvis Presley & Alcy

NEIGHBORHOOD MAIN STREET

Prioritize sidewalk infrastructure along Elvis Presley.

 Medium-term 2-5 years

Create attractive gateway that enforces community character.

 Medium-term 2-5 years

Update Alcy Warren Park to provide improved amenities for youth.

 Medium-term 2-5 years

South & Alcy Ball

NEIGHBORHOOD CROSSING

Provide incentives to small and minority-owned businesses to locate in commercial districts with high vacancies.

 Short-term 1-2 years

ACCELERATE

Neptune & Walker

URBAN CENTER

Identify resources for home repairs.

 Medium-term 2-5 years


Support local block clubs or district ambassadors to fulfill landscaping and litter pick up.

 Short-term 1-2 years

Third & Crump

NEIGHBORHOOD MAIN STREET


Support and connect libraries through multimodal infrastructure.

 Long-term 5-10 years

Improve lighting underneath underpasses.

 Medium-term 2-5 years

Widen Florida Street from South Parkway to Crump from two to three lanes and include pedestrian facilities.

 Long-term 5-10 years

South Memphis has a high rate of building and land vacancy. Infill development opportunity exists as the district could see 149 new housing units every year for the next five years. This new infill should include a variety of housing types and for a range of incomes.

Due to vacancy in the area, infill should be focused at the anchor or anchor neighborhood. Vacant lots on the edges of anchors neighborhoods can be transformed into pocket parks and small-scale agriculture. Neighborhood services and markets should support anchor neighborhoods by creating environments that support fresh

food access. Community collaborations working to improve food access should continue to find support for increasing access.

Most neighborhood commercial consists of small grocers and corner stores presenting an opportunity to fill a food access need. With small-scale agriculture occurring in the district, the potential to expand this activity on vacant parcels can help address access to fresh food.

Nearly 26% of district households do not have access to a car. Infrastructure and transit improvements will be necessary to support infill development, retail conditions, and community travel preferences.

Land Use

- Anchor Neighborhood Primarily Single Unit

Anchor Neighborhood - Mix of Building Types

Anchor Neighborhood - Urban

Primarily Single Unit Neighborhood

Primarily Multifamily Neighborhood

Neighborhood Crossing

Neighborhood Main Street

Urban Main Street
- Urban Center

Urban Core / Downtown

Medical and Institutional Campus

Low Intensity Commercial & Services

High Intensity Commercial & Services

Open Space & Natural Features

Public & Quasi Public Buildings & Uses

Parks & Recreation Facilities
- Industrial

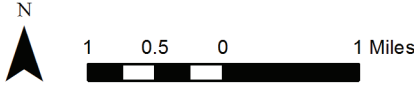
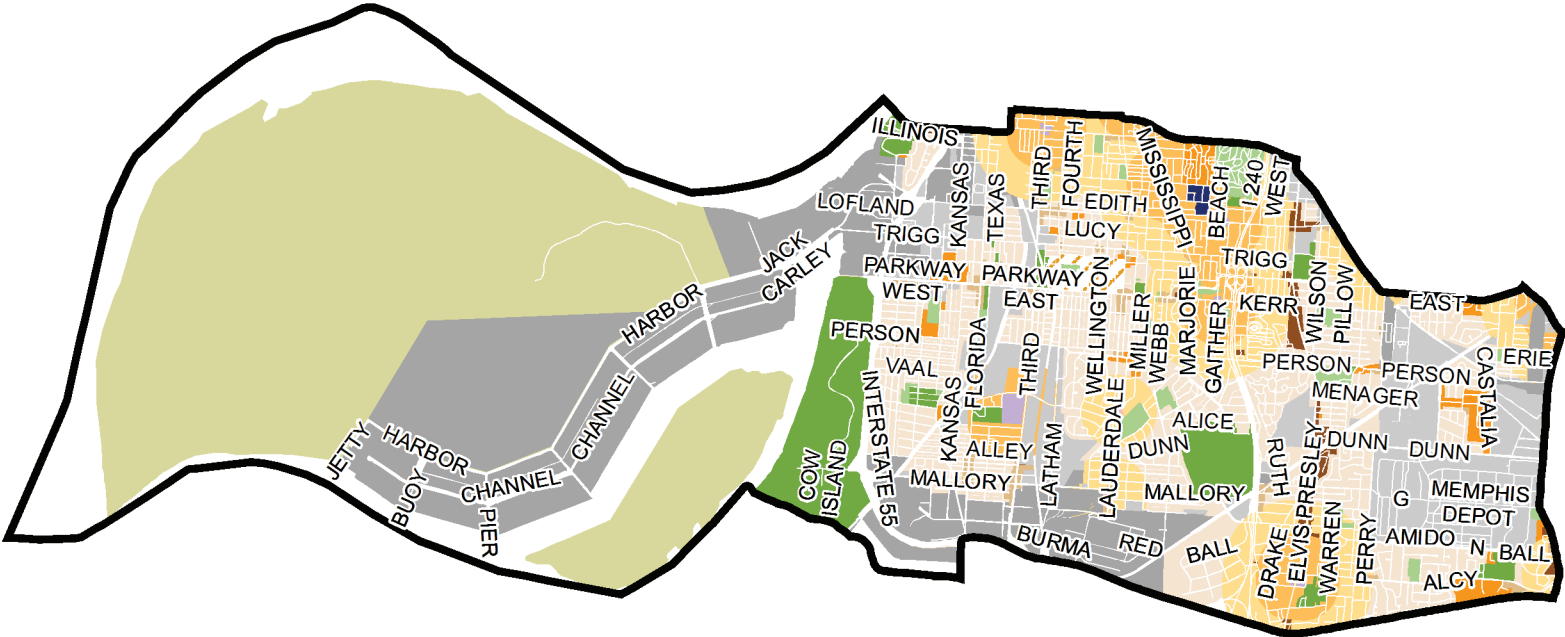
Industrial Flex

Transportation and Logistics Facilities

Transitional Neighborhood

Transitional Commercial

Transitional Industrial



community-supported open space use.

Implementation Priorities

Investing in Accelerate Anchors

Future land use focuses on encouraging a mix of uses around anchors. Most anchors are Neighborhood Main Street and features a walkable mix of uses and activities with house scale buildings that are typically one to five stories. Transitional neighborhoods have been applied in areas to the east of MLK Park and parts of the district east of industrial land around Simpson and Trigg. Until vacancy is reduced around anchor neighborhoods, parts of these areas may be more suited for lot expansion or a community-supported open space use. Design concept by Self+Tucker Architects.



Neptune & Walker. At the center of the anchor is historically black LeMoyne Owen College. Housing surrounding the anchor is mostly single family with some multifamily. The Boys and Girls Club, Chandler Park, and Cummings Elementary are within a one-fourth mile of the anchor.



Third & Crump. The area surrounding Third & Crump is a mix of industrial and commercial businesses, single family homes, and some institutional buildings. Within the anchor area of influence are Larose Elementary School, Gaston Park, Gaston Library, and Gaston Community Center. There is some vacant land along with a mostly vacant commercial strip.



Short Term Actions. Partnerships that support local block clubs or district ambassadors can fulfill landscaping and litter pickup needs. Adding bike infrastructure designed by local artists to existing businesses and beautification improvements at underpasses and alleys will add an element of design and safety.



Long Term Actions. Infill on vacant parcels can happen by forming partnerships with small developers for cottage courts or fourplex developments. Density can be increased through mixed-use developments, multimodal transportation options, and improvements to the transit system.

Implementation Priorities

Investing in Accelerate Anchors

The design concept below illustrates public right-of-way being used for beautification, storm water management, and public space. Public art is used to reduce traffic speed and reinforce walkability with a nod to the identity of the area. Building height has been increased to illustrate compact, dense development. The image is a concept and is intended to convey the vision of the community, not building design. Created by Self+Tucker Architects.





Photo: Gary S. Whitlow



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Photo: City of Memphis



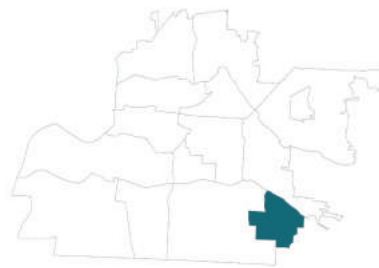
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54,363

Population

5,117

People per
Square Mile

41.3%

Owner Occupied
Households

SOUTHEAST

“

The Hickory Hill Community Center is a wonderful asset to the community.

“

There are affordable homes with infrastructure in place. The district is ready for redevelopment.

“

Winchester is the main street of the district and needs more investment.

VISION

The Southeast district comprises diverse communities where neighborhoods are clean, green, safe, and beautiful. Its well-kept, efficient public spaces encourage neighbors to gather, interact, and celebrate with one another. It features thriving, mixed-use neighborhood commercial centers. Abundant parks and attractive streets connect neighborhoods to each other and to all of Memphis.

PRIORITIES

- Incentivize local businesses and local jobs in current commercial areas
- Restructure building placement and parking to maximize aesthetics, curb appeal, and economic development
- Hold property owners accountable through proactive enforcement of codes and regulations to fight blight
- Improve connectivity, mobility, safety, and aesthetics/comfort along streets while calming traffic and supporting transit service

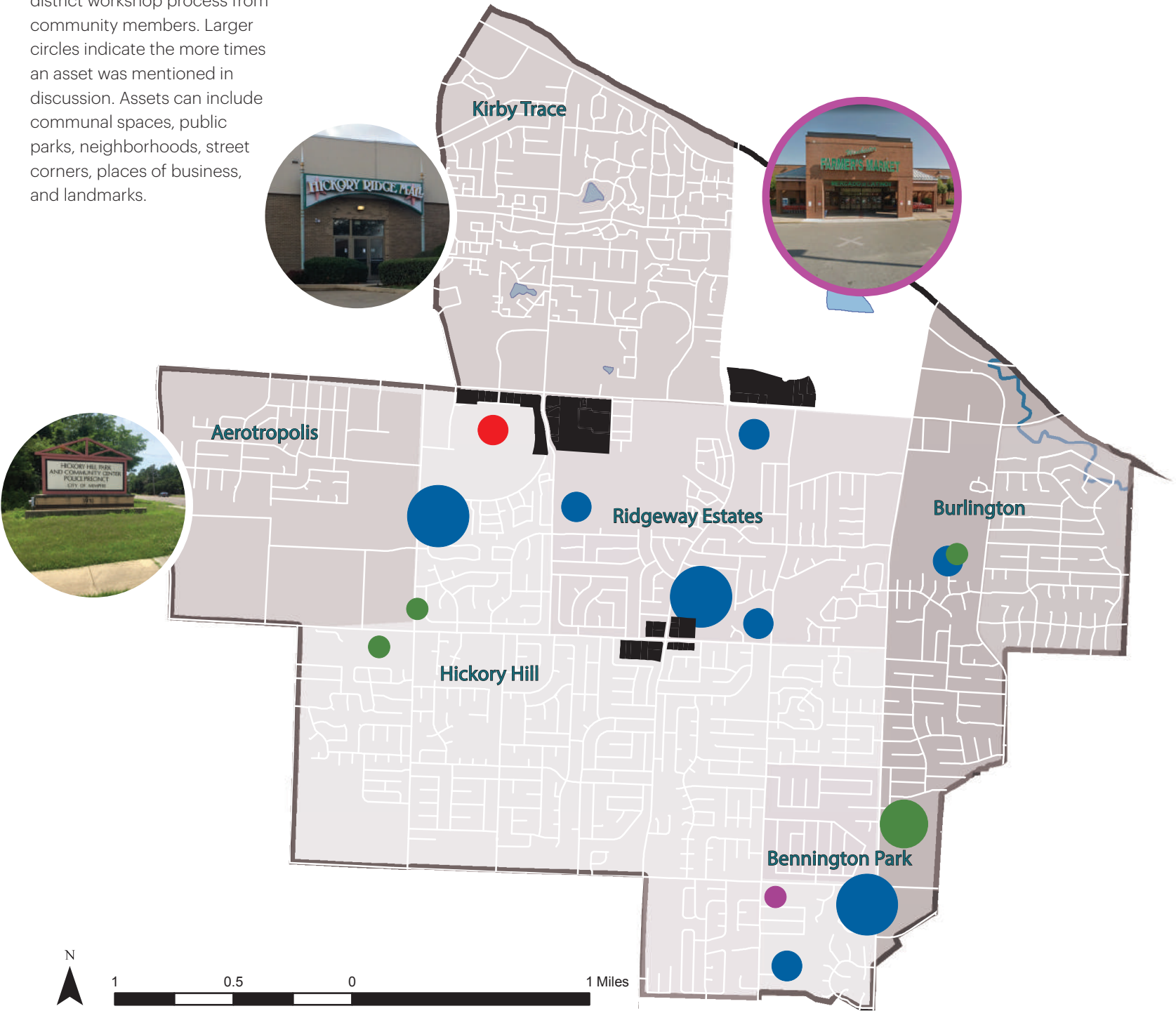
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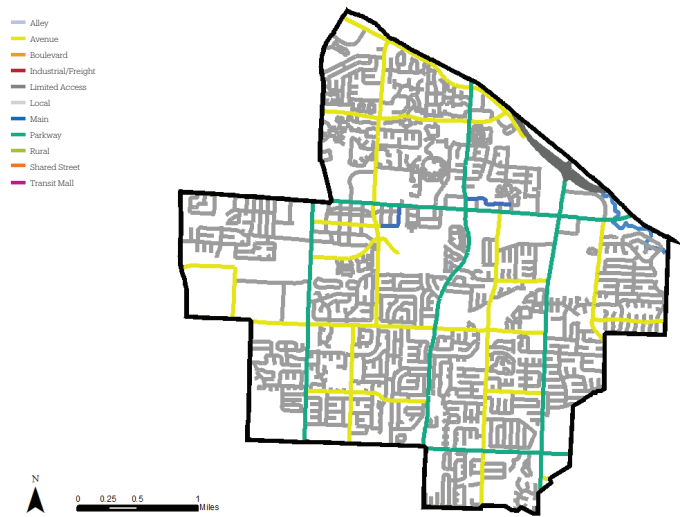
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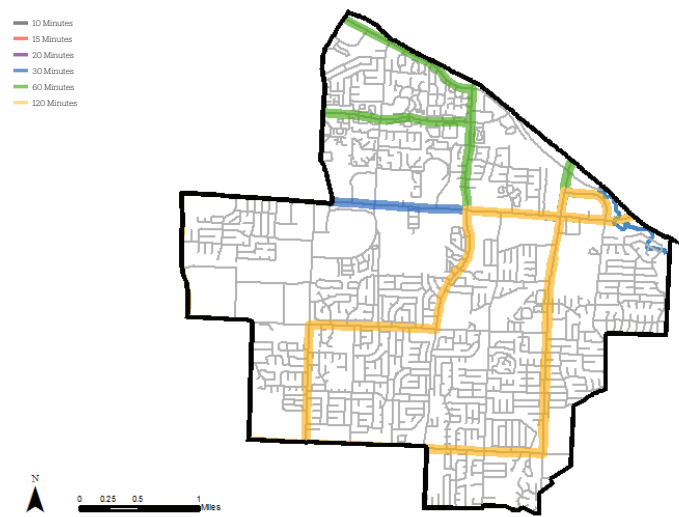
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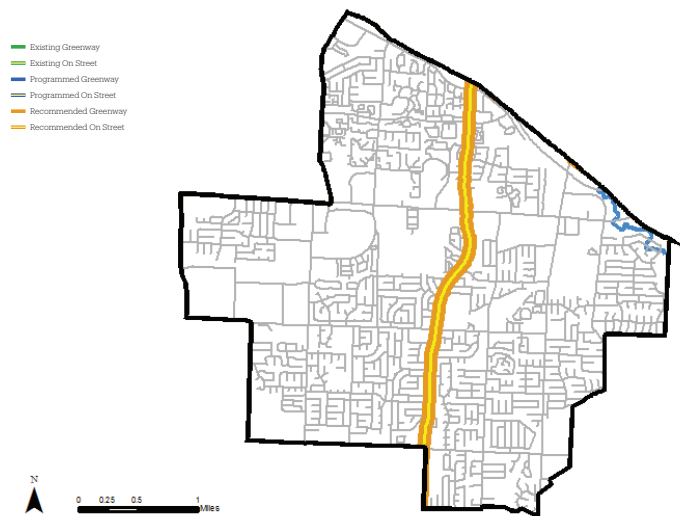
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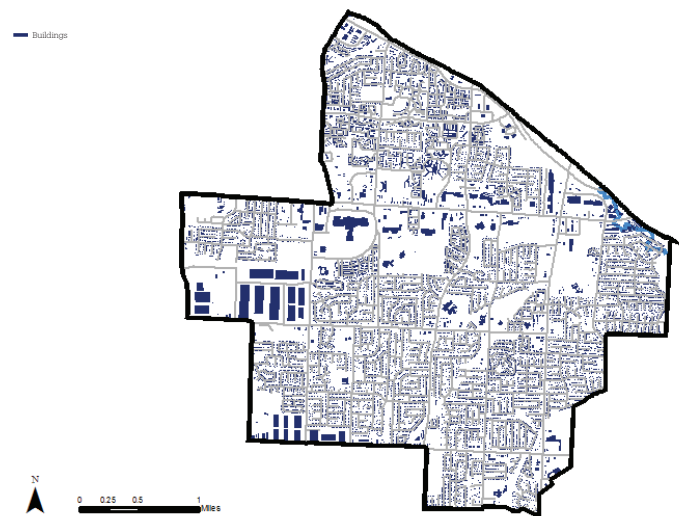
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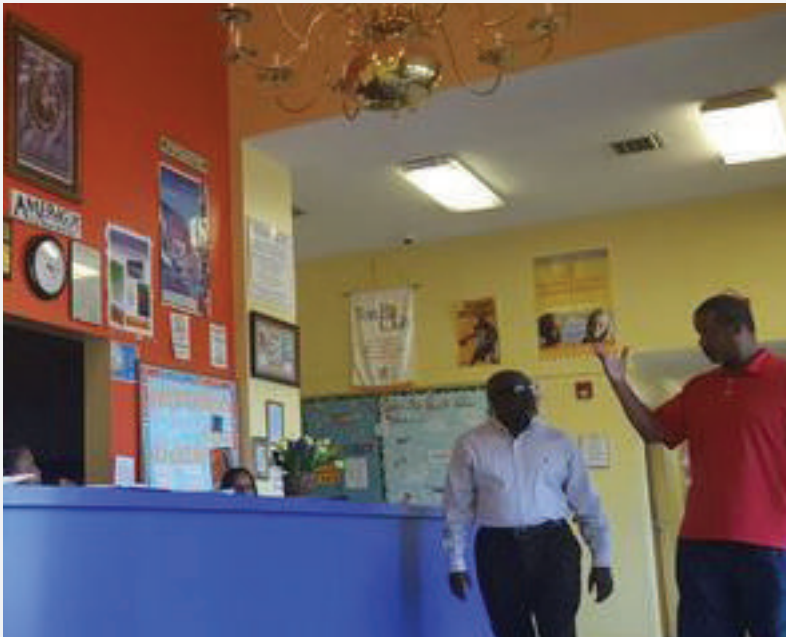
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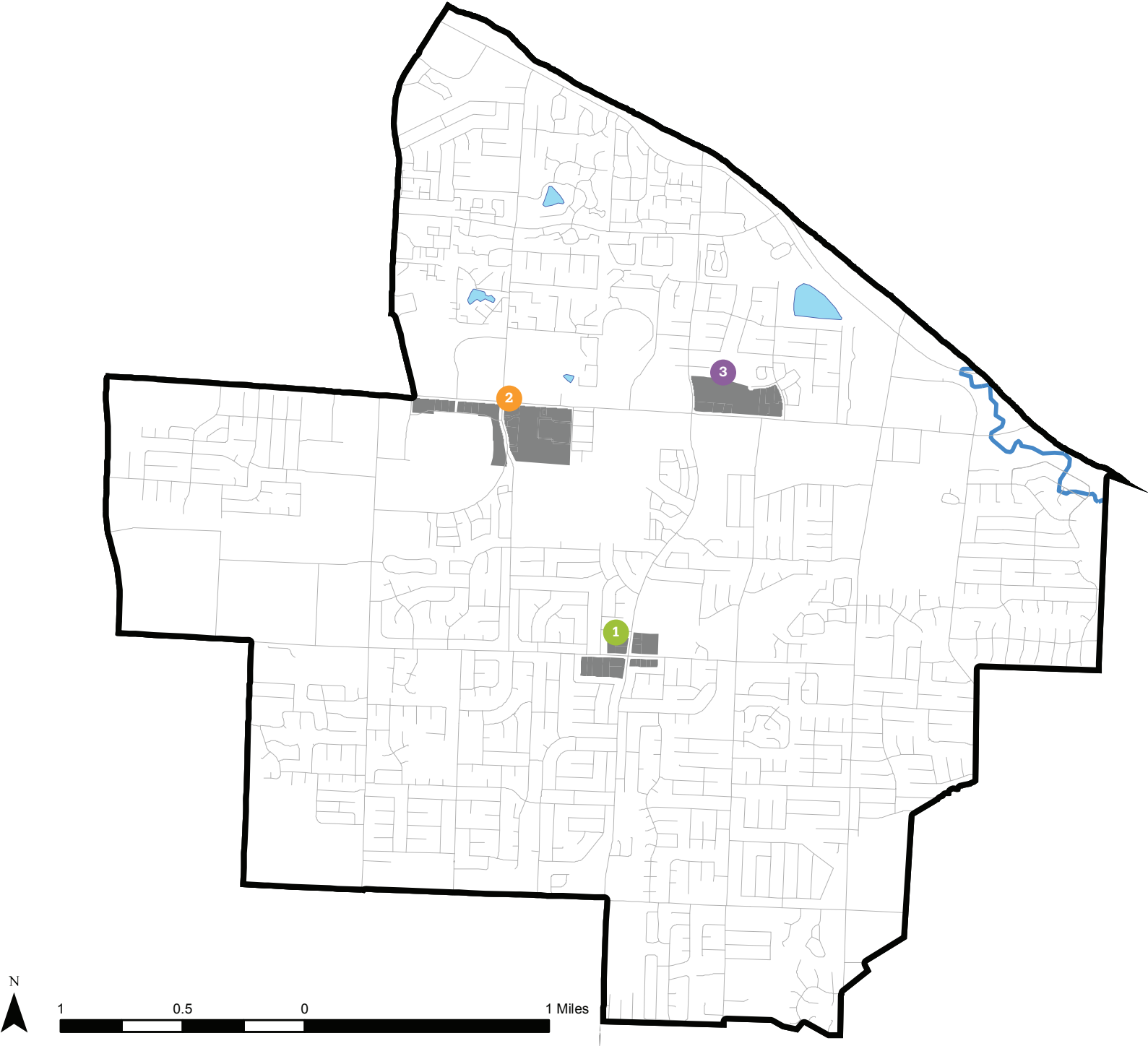


Anchors

NURTURE
01 Kirby & Raines

ACCELERATE
02 Winchester & Ridgeway

SUSTAIN
03 Kirby & Winchester



Actions

NURTURE

Kirby & Raines

NEIGHBORHOOD MAIN STREET

Introduce design guidelines that create spaces for smaller neighborhood scale amenities (shops, restaurants, parks, and recreational programming)

Long-term 5-10 years

Restructure building placement and parking to maximize aesthetics, curb appeal, and economic development

Short-term 1-2 years

Require the addition various housing options within current commercial heavy anchors

Short-term 1-2 years

Allow for tax abatements and façade grants to local businesses that create spaces for smaller neighborhood scale amenities that add to the general wellness of the community

Short-term 1-2 years

Identify public realm improvements for underutilized land

Short-term 1-2 years

ACCELERATE

Winchester & Ridgeway

URBAN MAIN STREET

Incentivize mixed-use development that incorporates cultural amenities and programming around the Hickory Hill Mall

Long-term 5-10 years

Connect public space to anchors to promote walkability, socialization, and exercise through programming and physical change

Medium-term 2-5 years

Organize, develop, and support existing informal market places through a formal urban design center to assist neighborhoods in the creation of suitable projects within anchors.

Medium-term 2-5 years

SUSTAIN

Kirby & Winchester

NEIGHBORHOOD MAIN STREET

Connect public space to anchors to promote walkability, socialization, and exercise through programming and physical change

Medium-term 2-5 years

Identify interim uses for vacant commercial space

Medium-term 2-5 years

Improve multimodal infrastructure to employment centers and the last mile to high volume transit stops

Medium-term 2-5 years

Organize, develop, and support existing informal market places

Medium-term 2-5 years

Identify public realm improvements for underutilized land

Short-term 1-2 years

Support various housing options within and around anchors.

Long-term 5-10 years

Incentivize mixed use development that incorporate cultural amenities

Long-term 5-10 years

The Southeast district contains a large amount of retail space, 3.9 million square feet, of which 19% is vacant. This vacancy presents an opportunity to repurpose spaces for uses that would benefit the community. The Hickory Hill Community Center is a definite asset to the district but is not necessarily accessible to everyone in the district. Repurposing vacant commercial spaces to a community center, technical school, or senior center could increase access for residents and give community members more spaces where they can learn and gather together. To guarantee maximum accessibility, it is imperative to reuse spaces that are along transit routes.

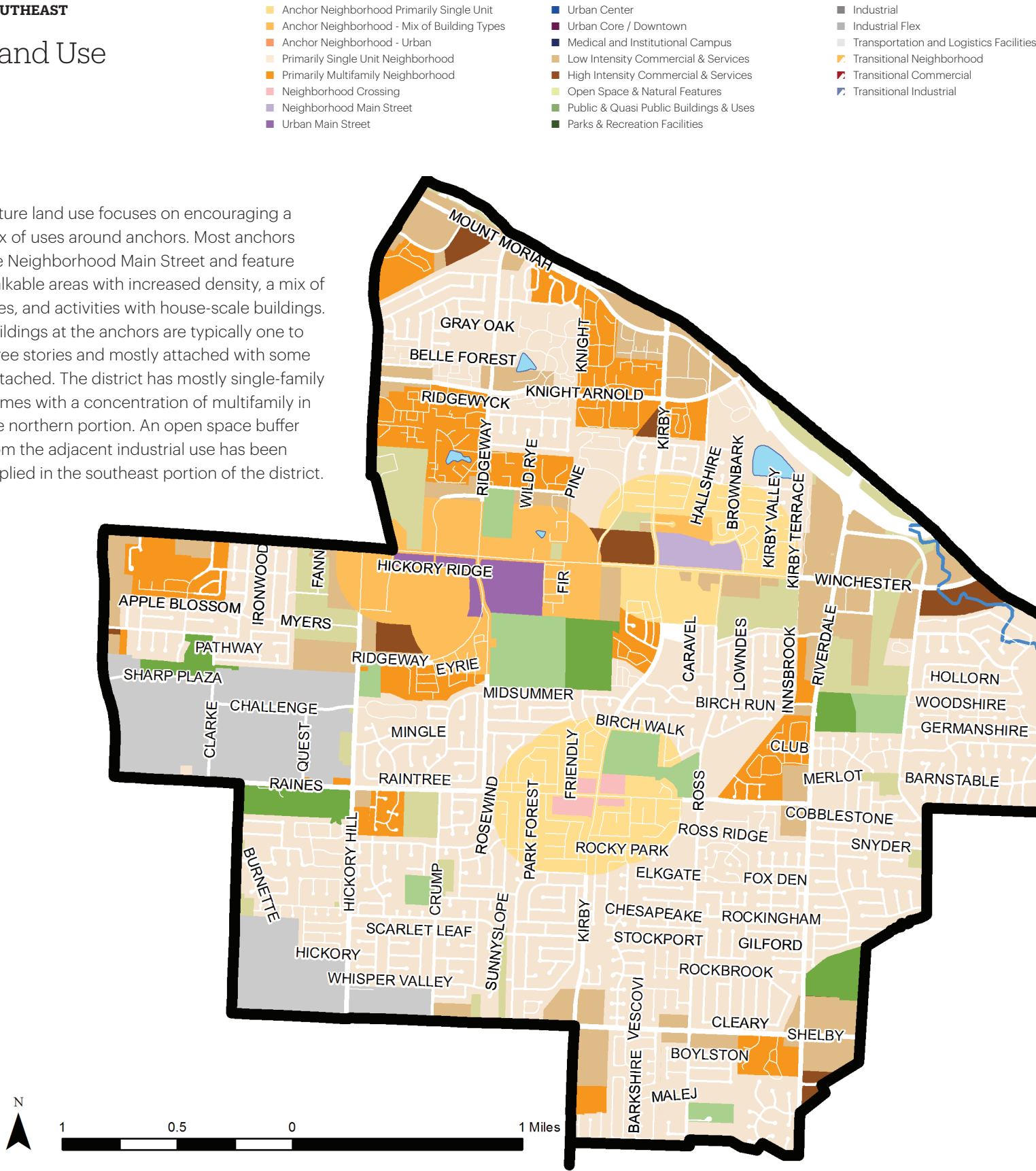
Blight and vacancy in commercial spaces and in neighborhoods are major concerns among district residents. Focusing first at anchors and major corridors, addressing blight and vacancy should be done by improving code enforcement response times and incentivizing the redevelopment of blighted and vacant properties. Providing incentives or grants for façade, landscaping, and art installations should improve the aesthetics of commercial centers in the short term.

Southeast is built in a car-centric manner as evidenced by major thoroughfares such as Winchester and Kirby that are wider than necessary given traffic levels. Resident youth are very vocal about the dangers of walking and their hampered ability to be mobile. Traffic calming measures such as road diets and bike lanes should increase pedestrian safety. Infrastructure upgrades, including sidewalks, benches, and updates to the Riverdale Transit Center, should be implemented to not only increase safety but improve access. Connecting some of the district's greatest amenities such as community centers and schools to anchor areas has potential to uphold the elements that make the Southeast district livable.

SOUTHEAST

Land Use

Future land use focuses on encouraging a mix of uses around anchors. Most anchors are Neighborhood Main Street and feature walkable areas with increased density, a mix of uses, and activities with house-scale buildings. Buildings at the anchors are typically one to three stories and mostly attached with some detached. The district has mostly single-family homes with a concentration of multifamily in the northern portion. An open space buffer from the adjacent industrial use has been applied in the southeast portion of the district.



Implementation Priorities

Investing in Accelerate Anchors

Investments and actions in accelerate anchors would be expedited in comparison to nurture or sustain anchors. More public and private investments will be encouraged through the strategic use of incentives and development that not only provides economic benefits but community benefits as well. Because increased development and significant market activity is encouraged in accelerate anchors, actions will be developed as a part of the Comprehensive Plan for infill and redesign that promotes a mix of uses that connect to major public amenities.



Kirby and Winchester. Currently, there is a great deal of interest in revitalizing the area. There is a mix of vacant properties, underutilized surface parking, and - most prominently, the former Hickory Ridge Mall which has a few independent tenants pushing to make the building the center of the district again.



The Hickory Hill Park and community center also incorporate a police precinct and the Hickory Ridge Middle School. The international population is strong and is breathing life back into several of the faltering shopping centers.



Short Term Actions. Improve streetscapes through the implementation of the streets plan for safety and connections to the anchor while linking the public amenities to the retail area, and involve citizens in the upkeep of parks while providing additional amenities.

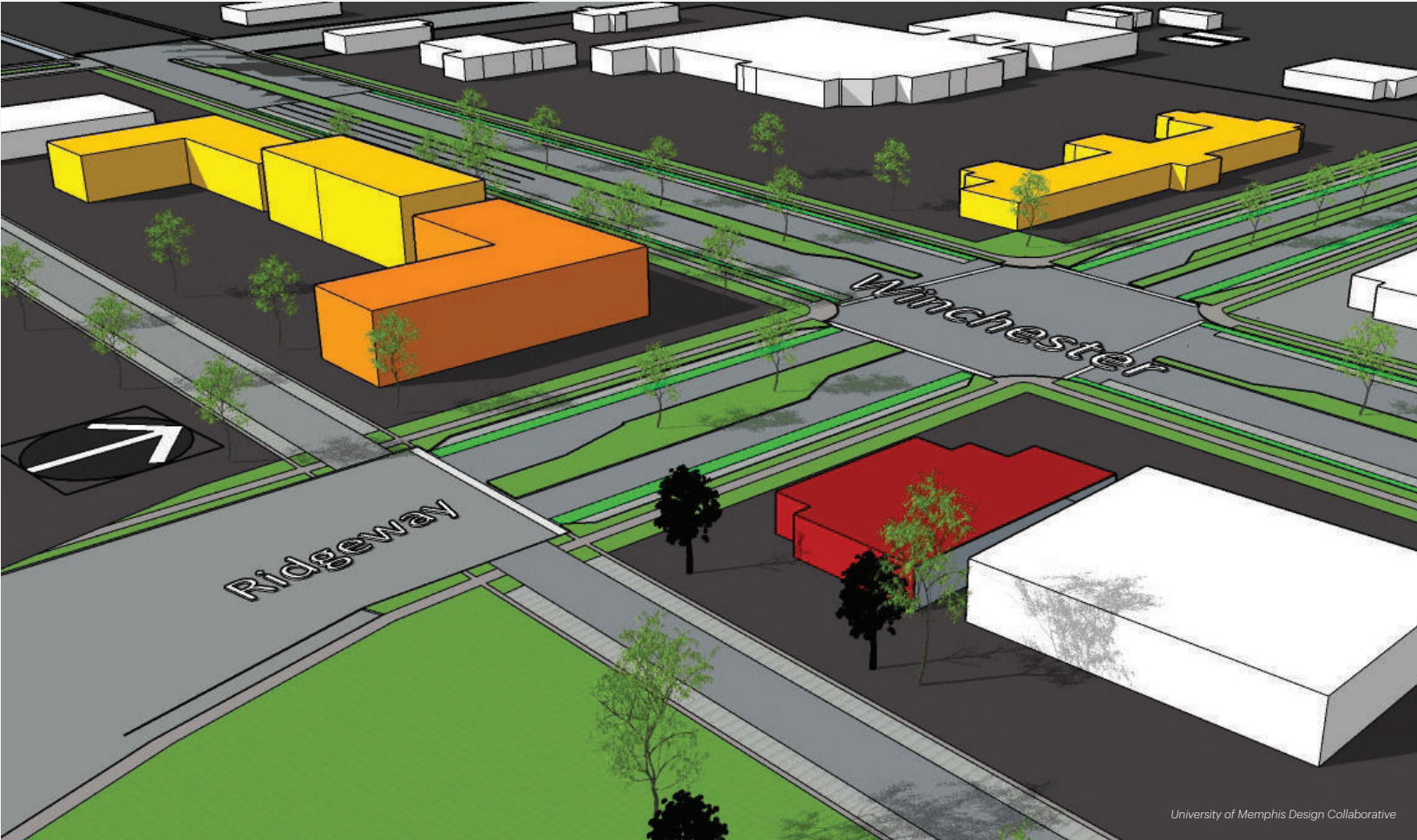


Long Term Actions. Increase density through mixed-use, human-scale development on new streets that decrease the super block structure while creating greater access and incorporation of the public park/community center amenities. Focus on the reuse of underutilized surface parking while bringing buildings up closer to the street for greater curb appeal and economics.

Implementation Priorities

Investing in Accelerate Anchors

The anchor at **Winchester & Ridgeway** is a mix of small commercial businesses and fast food restaurants, shown below in white. The rendering addresses excess parking and vacant spaces with infill and new development. Winchester and Ridgeway are seven lane streets that are difficult for pedestrians to travel along. Landscaped medians calm traffic and protected bike lanes add an additional layer of protection for pedestrians and bicyclists. Street trees add curb appeal and shade.



University of Memphis Design Collaborative

Implementation Priorities

Sustaining Anchors

The **Kirby & Winchester** anchor currently consists of large commercial strips typical of suburban development. Both Kirby and Winchester are classified as parkways. Infill development and greenspace in the large commercial centers break up the excess parking. The added greenspace and trees provides recreation opportunities for the community and shade to pedestrians.



Implementation Priorities

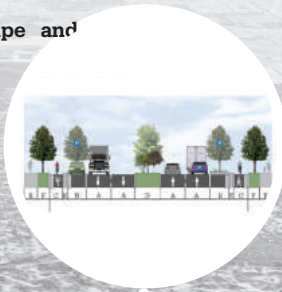
Catalytic Infrastructure Winchester Corridor

The **Winchester corridor** is a major thoroughfare that connects the two major anchors in the district. A corridor study should be undertaken to maximize economic competitiveness and viability of the area. Concepts could include replacing the super block and big box retail structure with a street grid that can support smaller and more local business (shown in orange). Reducing curb cuts and upgrading multimodal infrastructure would increase pedestrian safety and accessibility within a mile of transit service.

Human Scale Street Grid for Better
Connections to the Neighborhoods



Improved Street Scape and
Multimodal Travel



Transit Center



Improved
Transit





Photo: City of Memphis



Photo: Gastalt Community Schools





Photo: City of Memphis



Photo: UAC, Nancy Chairs



Photo: City of Memphis



Photo: City of Memphis



61,605
Population

3,932
People per
Square Mile

55.8%
Owner Occupied
Households

UNIVERSITY

“

The University of Memphis is the heart of the district.

“

Our neighborhoods have a lot of character and good tree cover. We need to preserve the neighborhoods and keep them as they are.

“

Alleviate the pockets of blight and improve the pedestrian realm with sidewalks and crosswalks.

VISION

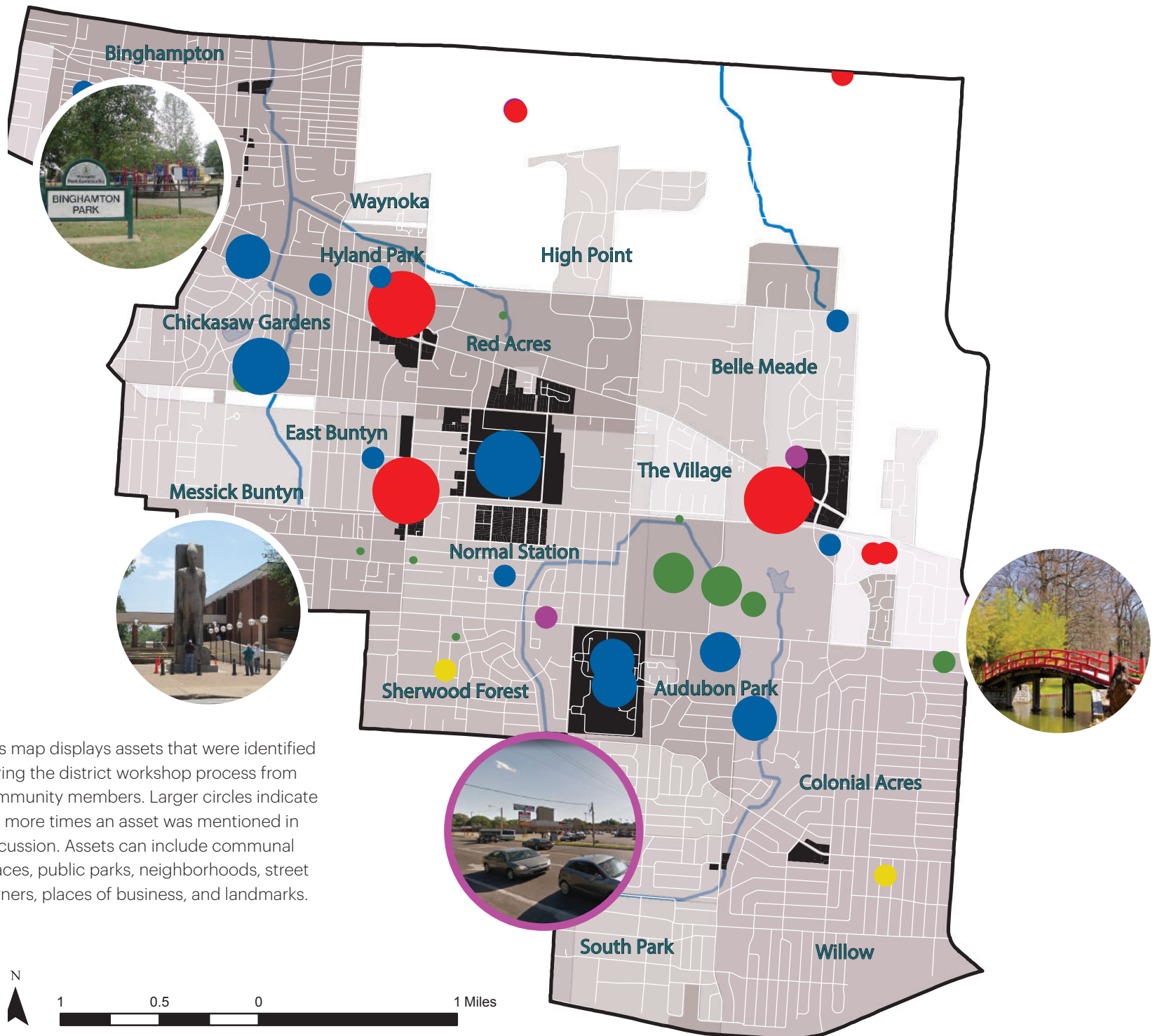
The University District is a regional asset with safe, walkable neighborhoods, thriving mixed-use centers, diverse and affordable housing options. The district has active public spaces and strong connections between anchors and neighborhoods.

PRIORITIES

- **Stabilize and preserve the character of neighborhoods**
- **Improve pedestrian and cyclist infrastructure to increase accessibility and support multi-modal transportation options**
- **Promote re-use strategies to address vacancy and concentrations of blight**
- **Revitalize existing distressed commercial centers**

- Parks, Green space, Recreation
- Museums, Art, Education, Architecture
- Neighborhoods, Districts
- Retail, Commercial, Employment
- Restaurants, Bars, Venues
- Anchors

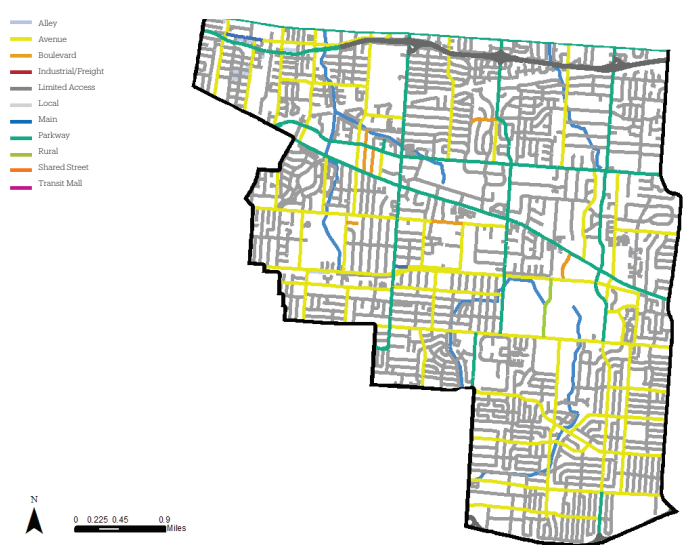
UNIVERSITY



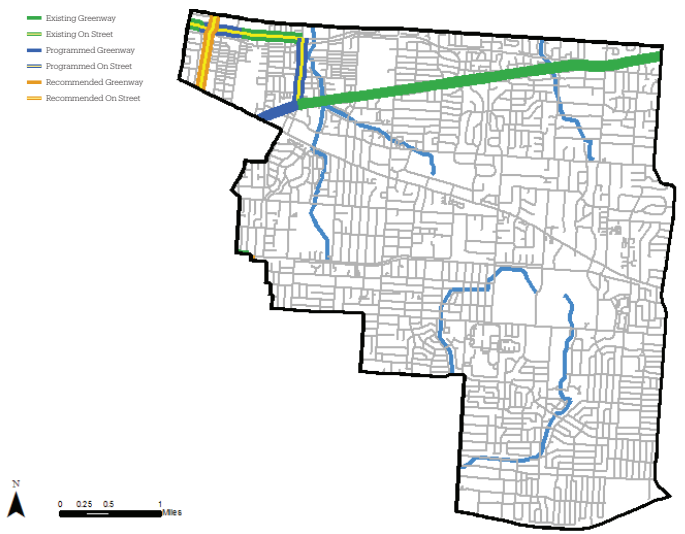
Connecting the District

The following maps show important networks and features of the district. Anchors and district actions should be supportive of connecting anchors and major corridors to employment centers, greenways and parks, and areas of opportunity.

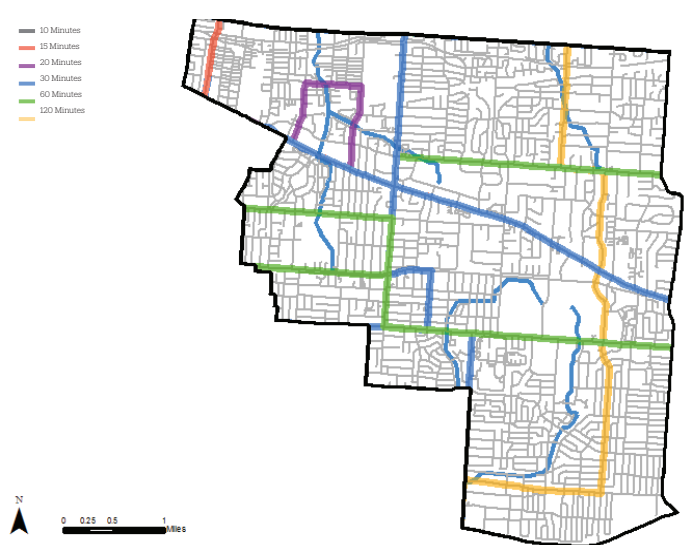
Full district profiles are available at memphis3point0.com



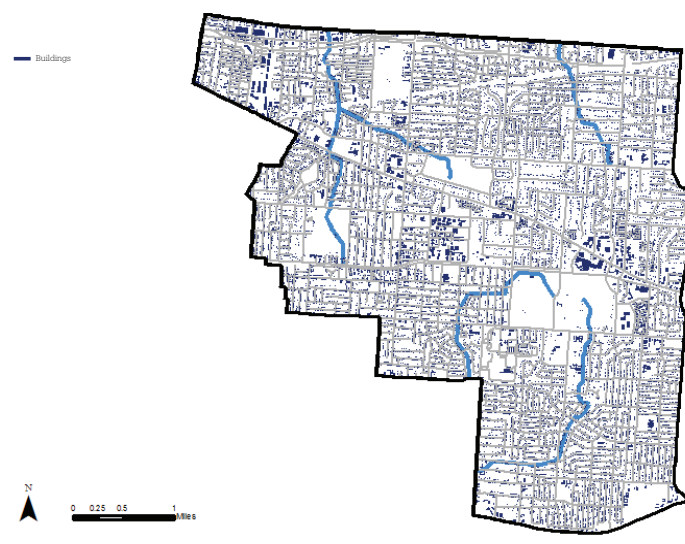
Street Network. The map shows the types of streets in the district. street improvements should focus on connecting anchors with the rest of the district and improving pedestrian and cyclist safety.



Greenprint. The map above shows the Greenprint network of proposed and existing trails.



Transit Network 2022. The map shows the future transit network and anchors for the district. Each color indicates route frequency (i.e., 30 minutes). To support multimodal transit, anchors, and major corridors should be well-connected to employment centers.



Building Footprint. The map shows the existing buildings in the district along with open spaces. A building footprint can indicate the type and size of a building along with the space between buildings.



Anchors

01 Lester
02 Tillman & McAdoo
03 Merton & Harvard
04 Merton & Oxford
05 Oak Court
06 Colonial Village
07 Dunn & Cherry

08 University of Memphis Park Ave
Campus

09 Park & Getwell

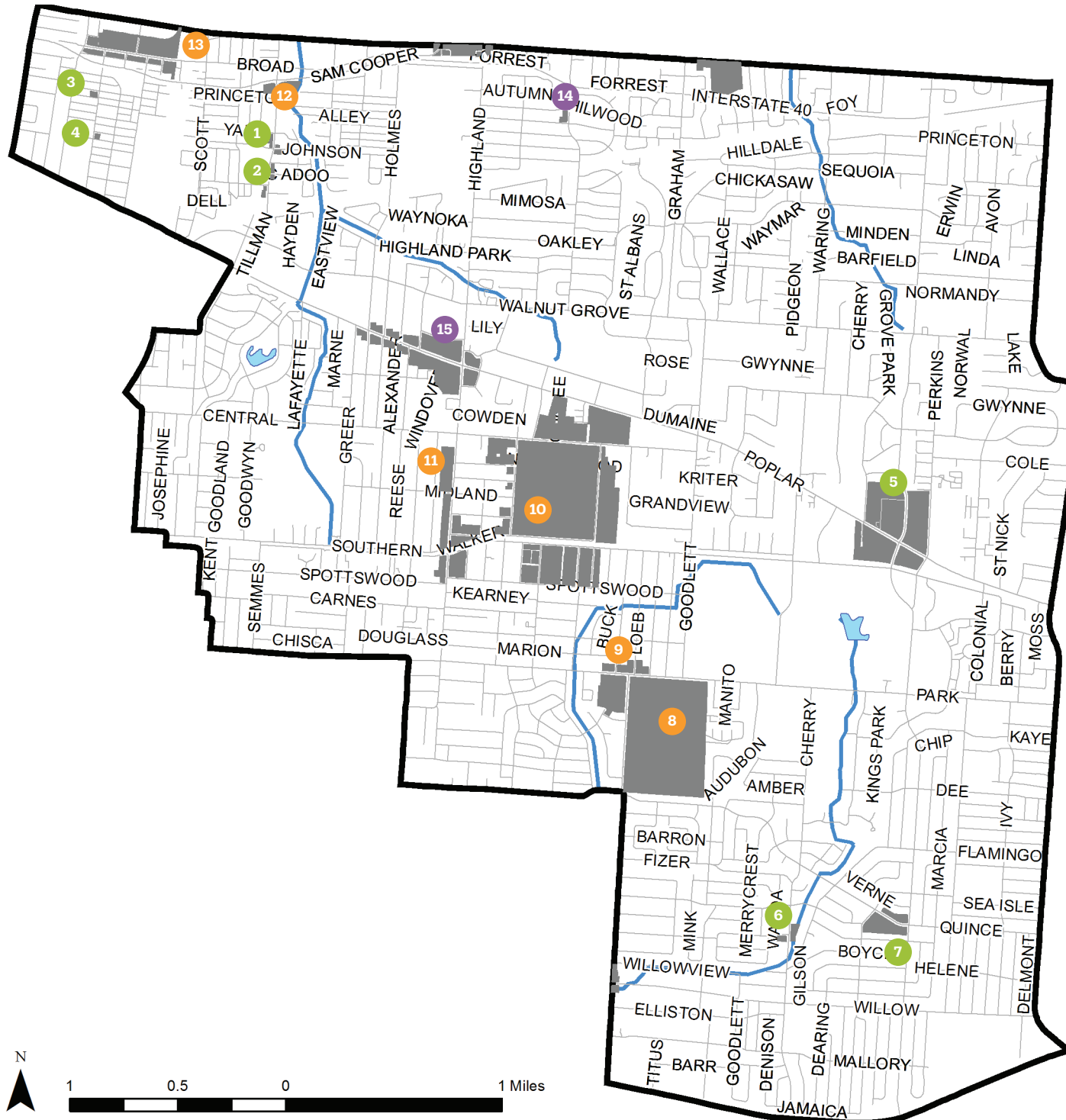
10 University of Memphis

11 Highland Street

12 Binghampton Gateway

13 Broad Avenue

14 Highpoint Area
15 Poplar Plaza



Actions

NURTURE

Lester/Tillman & McAdoo

NEIGHBORHOOD MAIN STREET

Encourage community events or informal markets on underutilized parking lots and vacant land.

 Long-term 5-10 years

Retrofit streets to connect broken links and encourage connectivity.

 Long-term 5-10 years

Merton & Harvard

NEIGHBORHOOD CROSSING

Identify alternative funding streams for park improvements to support economic growth around anchor neighborhoods.

 Short-term 1-2 years

Merton & Oxford

NEIGHBORHOOD CROSSING

Activate public space within anchors through design and programming to attract growth and density.

 Long-term 5-10 years

Oak Court

NEIGHBORHOOD MAIN STREET

Within anchors, ensure zoning designations support, maintain and encourage walkable, mixed-use infill development.

 Short-term 1-2 years

Support multi-modal transportation infrastructure to connect high activity areas.

 Short-term 1-2 years

Colonial Village

NEIGHBORHOOD MAIN STREET

Support "Aging in Place" programs.

 Short-term 1-2 years

Develop design principles for anchors and key corridors to improve aesthetics of area.

 Short-term 1-2 years

Dunn & Cherry

NEIGHBORHOOD CROSSING

Limit predatory-type businesses like payday loan businesses.

 Long-term 5-10 years

Support the development of small area plans around anchors.

 Long-term 5-10 years

ACCELERATE

University of Memphis

INSTITUTIONAL CAMPUS

Create school zones around university campuses for traffic calming.

 Short-term 1-2 years

Seek funding sources for developments with higher density in anchor areas considered prime for smart growth.

 Short-term 1-2 years

Park & Getwell

NEIGHBORHOOD MAIN STREET

Encourage community events or informal markets at Audubon Park and on underutilized land.

 Short-term 1-2 years

Provide crossing lights and caution lights at intersections or high speed zones.

 Short-term 1-2 years

Identify redevelopment plans for key economic corridors to support business development.

 Medium-term 2-5 years

Highland Street

URBAN CENTER

Create attractive, natural barriers and crossings to the railroad for safety and traffic efficiency.

 Short-term 1-2 years


Support multimodal transportation infrastructure to connect high activity areas.

 Medium-term 2-5 years

Binghampton Gateway

NEIGHBORHOOD MAIN STREET

Encourage reuse of vacant land into community gardens or pocket parks.

 Short-term 1-2 years

Seek funding for developments with higher density in anchors considered prime for smart growth.

 Short-term 1-2 years


Follow and align with the CRA's priorities under the Binghampton TIF Recommendation Strategy Report.

 Short-term 1-2 years


Broad Avenue

URBAN CENTER

Improve connectivity through bike and pedestrian upgrades.

 Medium-term 2-5 years

Conduct a parking and mobility study to support anchor connectivity.

 Long-term 5-10 years

The University of Memphis is a major part of the University District but there is more to the District character. The district features many strong neighborhoods with good housing stock. However, some neighborhoods are suffering from vacancies and code violations that are beginning to affect the character of the neighborhood. Partnering with local organizations to help homeowners remain in and maintain their housing units should help to stabilize these neighborhoods. For the homes that are rentals, actively pursuing landlords that do not properly maintain their units and partnering with local housing CDC's with rent to own programs could further help to stabilize the district.

The University district features many appealing commercial centers and strips. However, there are some in the district that could use revitalization. Façade improvements and beautification measures such as landscaping could improve aesthetic appeal.

The Poplar Corridor runs through the entire district and is a major corridor with high traffic activity. Proposed frequent transit will require infrastructure improvements and traffic interventions to support it. Increasing pedestrian and bicycle infrastructure on the corridors that connect to Poplar will increase safety and accessibility.

As the district continues to grow and develop, considerations for commercial centers should include more mixed uses. In the meantime, building off existing strong commercial centers, infill development in excess parking lots can help to encourage a more walkable environment.

Increase context sensitive development and infill.

 Long-term 5-10 years


Conduct a parking and mobility study to support anchor connectivity

 Medium-term 2-5 years

Highpoint Area

NEIGHBORHOOD CROSSING

Upgrade corridor with street and façade improvements.

 Short-term 1-2 years

Poplar Plaza

NEIGHBORHOOD MAIN STREET

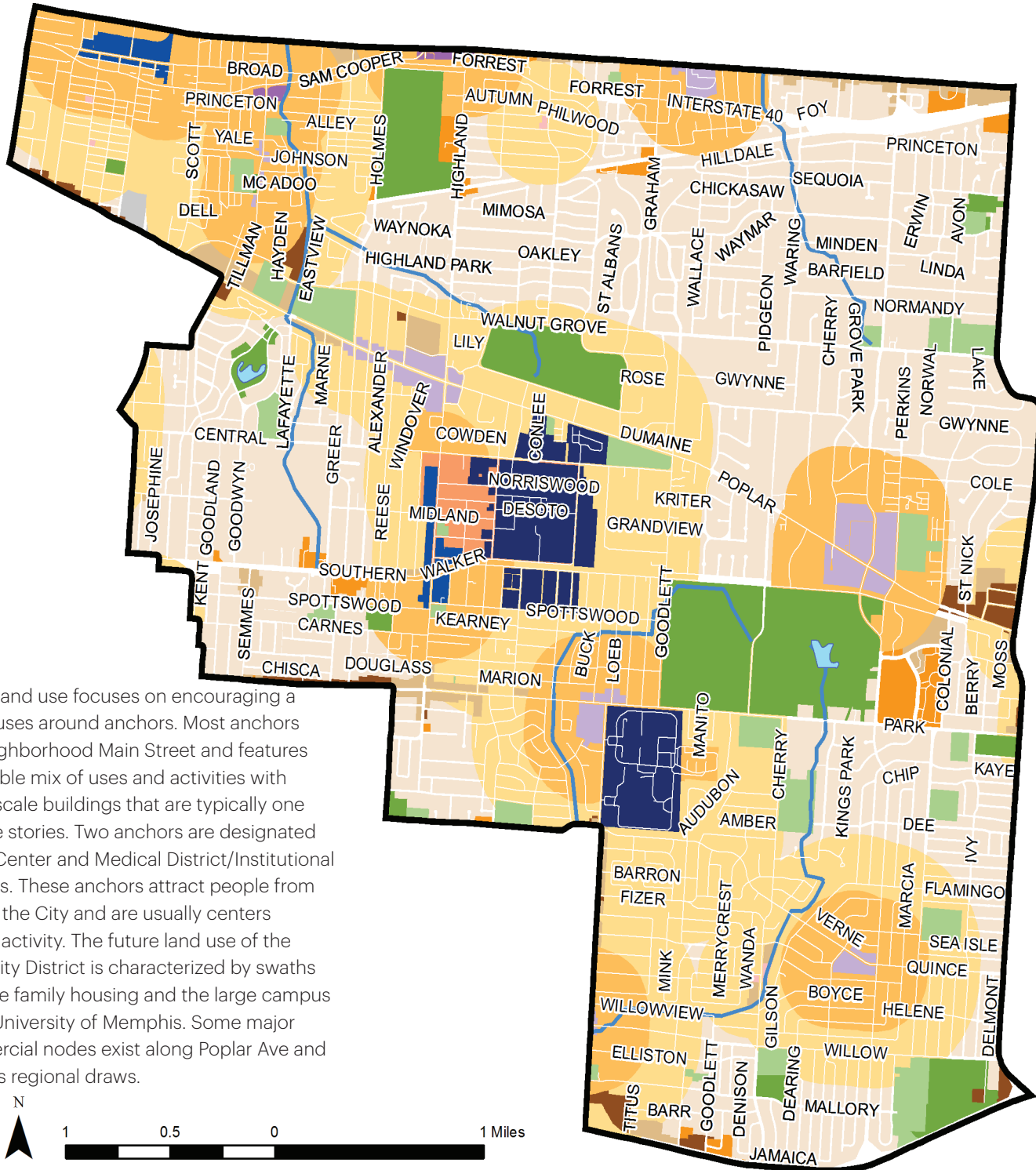
Support multi-modal transportation infrastructure to connect high activity areas.

 Medium-term 2-5 years

UNIVERSITY

Land Use

- Anchor Neighborhood Primarily Single Unit
- Anchor Neighborhood - Mix of Building Types
- Anchor Neighborhood - Urban
- Primarily Single Unit Neighborhood
- Primarily Multifamily Neighborhood
- Neighborhood Crossing
- Neighborhood Main Street
- Urban Main Street
- Urban Center
- Urban Core / Downtown
- Medical and Institutional Campus
- Low Intensity Commercial & Services
- High Intensity Commercial & Services
- Open Space & Natural Features
- Public & Quasi Public Buildings & Uses
- Parks & Recreation Facilities
- Industrial
- Industrial Flex
- Transportation and Logistics Facilities
- Transitional Neighborhood
- Transitional Commercial
- Transitional Industrial



Future land use focuses on encouraging a mix of uses around anchors. Most anchors are Neighborhood Main Street and features a walkable mix of uses and activities with house scale buildings that are typically one to three stories. Two anchors are designated Urban Center and Medical District/Institutional Campus. These anchors attract people from all over the City and are usually centers of high activity. The future land use of the University District is characterized by swaths of single family housing and the large campus of the University of Memphis. Some major commercial nodes exist along Poplar Ave and serve as regional draws.



Implementation Priorities

Investing in Accelerate Anchors

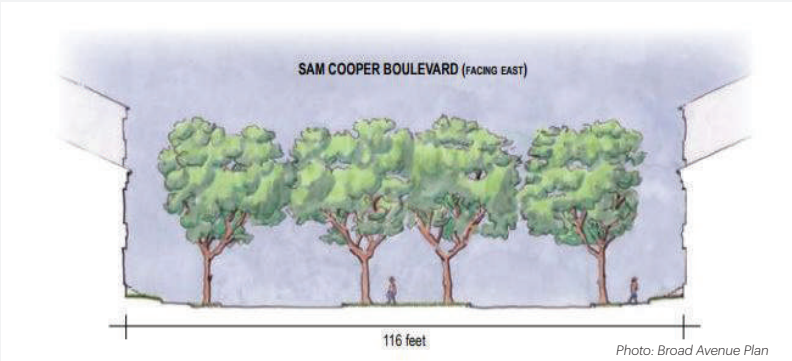
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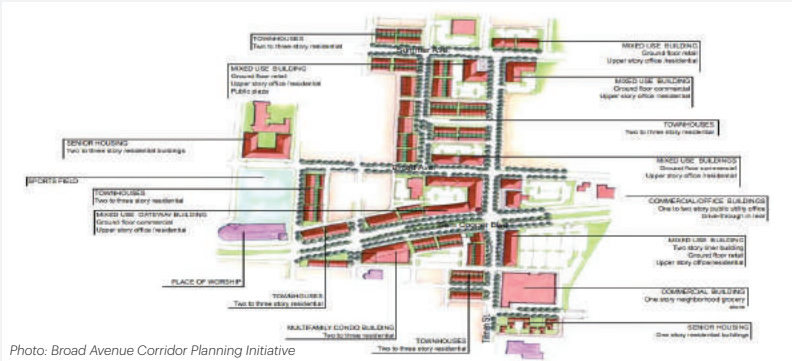
Binghampton Gateway Center located at Tillman St and Sam Cooper Blvd is new construction on land that was formerly vacant and blighted. The construction was funded through a PILOT from EDGE granted to local CDC the Binghampton Development Corp and private money as well.



Large chain stores and small, local businesses serve the residents of Binghampton and beyond. An issue at this anchor is traffic speed on Sam Cooper which makes it unappealing to pedestrians and bicyclists. However, high traffic volume can serve as an opportunity for this anchor to be a great economic driver for the district.



Short term actions. Lowering traffic speeds, implementing traffic calming measures, and improving crosswalks across Sam Cooper Blvd. are priorities that would make this anchor more appealing to residents of the community, especially those north of Sam Cooper.



Long term actions. Supporting development on the vacant parcels at the intersection around the anchor, creating affordable housing options within the anchor as well as more community serving uses are priorities in this anchor, and support a corridor study for Broad Avenue.

Implementation Priorities

Investing in Accelerate Anchors

The anchor at **Park & Getwell** is a highly utilized area with commercial businesses and restaurants adjacent to the University of Memphis Park Avenue Campus. The design concept shows infill development in the commercial strip with the building frontages close to Park Avenue. Existing buildings are shown in white. Once vacant businesses at Park and Kelly Road are designed as new multifamily housing. A public plaza is added and street trees along Park, Getwell, and Goodman add curb appeal and pedestrian refuge.



Design concept by Ray Brown Urban Design and University of Memphis Design Collaborative

Implementation Priorities

Investing in
Accelerate Anchors

The Binghampton Gateway Center at **Sam Cooper & Tillman** is a recent revitalization to area once vacant and blighted. The rendering below shows new buildings in white on existing vacant and underutilized lots. The current buildings at the Binghampton Gateway Center are shown in grey. Additional greenspace and trees are added to the new buildings to improve aesthetics.



Design concept by University of Memphis Design Collaborative

Implementation Priorities

Create Mixed Income Communities

In some areas, such as **Binghampton**, residents are concerned with possible gentrification and some areas of the district are inaccessible to people with low to moderate incomes. Assessing the housing stock and finding opportunities to introduce diverse, low to moderate income housing options to increase housing access. Actions should include partnering with nonprofits for rent-to-own housing programs and focusing residential development incentives in anchor areas that require affordable housing units should be implemented.



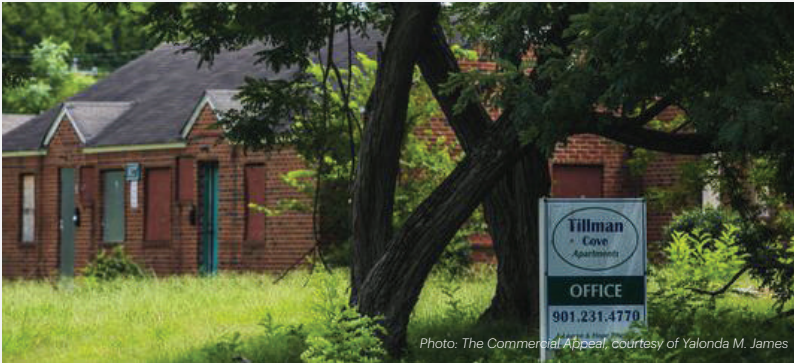
The Binghampton Neighborhood Community Redevelopment Plan (2017) has recommended initiatives including the assisting financially for redevelopment of affordable and market-rate housing, and redevelopment of existing blighted apartments.



The Binghampton Development Corporation piloted the Memphis Parcel Survey app, a digital tool for helping identify current blighted properties and their conditions for a data-driven record for increasing the health and prosperity of neighborhoods.



The Binghampton Community Land Trust works with residents and non-profits to stabilize the housing market and dedicate properties to affordable housing and public spaces for those in the community.



Removal of blighted properties and providing affordable housing are among the top priorities of the Community Redevelopment Agency in the Binghampton area.



Photo: City of Memphis



Photo: Spotlight Productions



Photo: City of Memphis



Photo: City of Memphis



Photo: City of Memphis



Photo: City of Memphis



Photo: UCO, Suzy Hendrix



Photo: City of Memphis



39,685
Population

1,529
People per
Square Mile

66.1%
Owner Occupied
Households

WESTWOOD

“

Bring young people into Westwood with new housing and retail options.

“

Third Street offers a lot of opportunity to be a thriving commercial corridor. Encourage the local businesses to stay and bring in national retailers and restaurants.

“

My neighborhood is quiet and we all look out for each other.

VISION

Westwood is a safe, tight-knit community that enjoys active, clean neighborhoods and public spaces. Natural and regional assets are used and appreciated by those living inside and outside the district. Commercial, retail, and grocery businesses serve residents along major corridors supported by streetscape and infrastructure improvements for pedestrians and bicyclists. Civic institutions are well-maintained and are spaces that foster intergenerational relationships. Proper interventions and infrastructure are in place to prevent and quickly remediate flooding in Westwood.

PRIORITIES

- **Strategically address blight and vacancy through land assembly with infill development, agricultural uses, and recreational uses**
- **Improve pedestrian and cyclist infrastructure to increase accessibility and support multi-modal transportation options**
- **Address flooding and stormwater issues throughout the district**
- **Encourage active code enforcement around commercial centers and civic assets**

- Parks, Green space,
Recreation

Retail, Commercial,
Employment

Museums, Art, Education,
Architecture

Restaurants, Bars, Venues

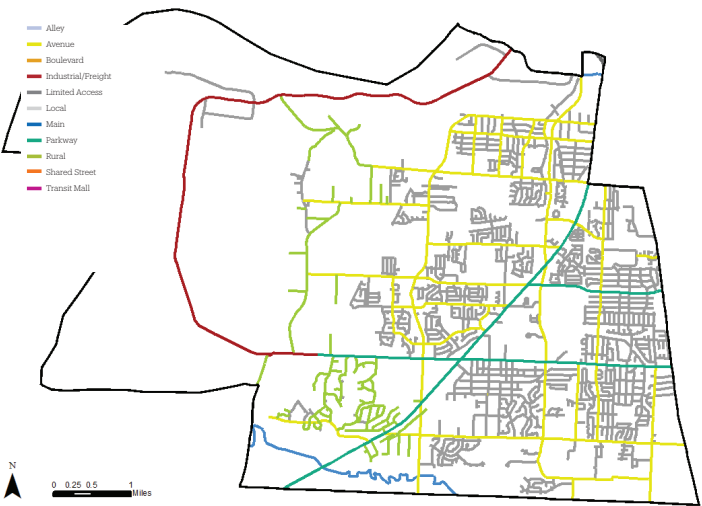
Neighborhoods, Districts

Anchors
- WESTWOOD
- This map displays assets that were identified during the district workshop process from community members. Larger circles indicate the more times an asset was mentioned in discussion. Assets can include communal spaces, public parks, neighborhoods, street corners, places of business, and landmarks.
- The map displays the Westwood district, which is shaded in a light brown color. Surrounding areas are shown in a lighter shade of brown. The map includes several neighborhoods labeled: Walker Homes, Mt. Pisgah, Westwood, Westwood Meadows, Valley Forge, Westhaven, Southland Hills, and Whitehaven. Assets are represented by colored circles: green for Parks, Green space, Recreation; red for Retail, Commercial, Employment; blue for Museums, Art, Education, Architecture; and purple for Restaurants, Bars, Venues. The size of the circles indicates the frequency of mention during the district workshop process. Three circular inset images provide visual context: the top-left inset shows a paved area with trees and a building; the bottom-left inset shows a sign for Westwood Park; and the bottom-right inset shows a street scene with a building and a parking lot. A scale bar at the bottom left indicates distances of 1.5, 0.75, 0, and 1.5 miles. A north arrow is also present.
- Memphis 3.0
- District Priorities
- 381

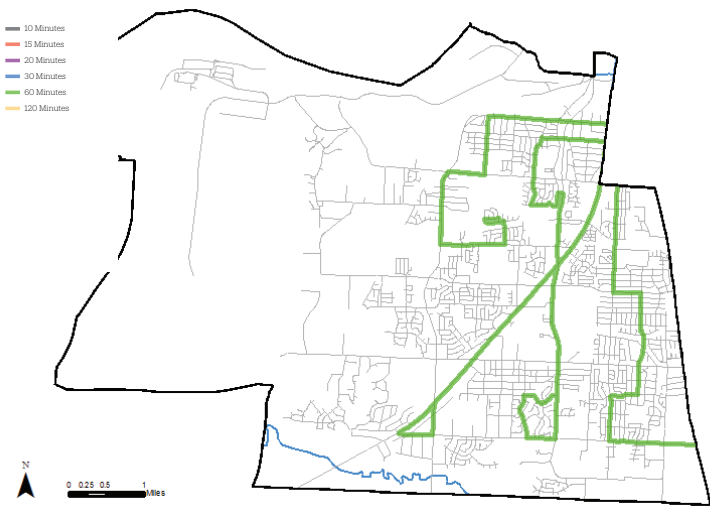
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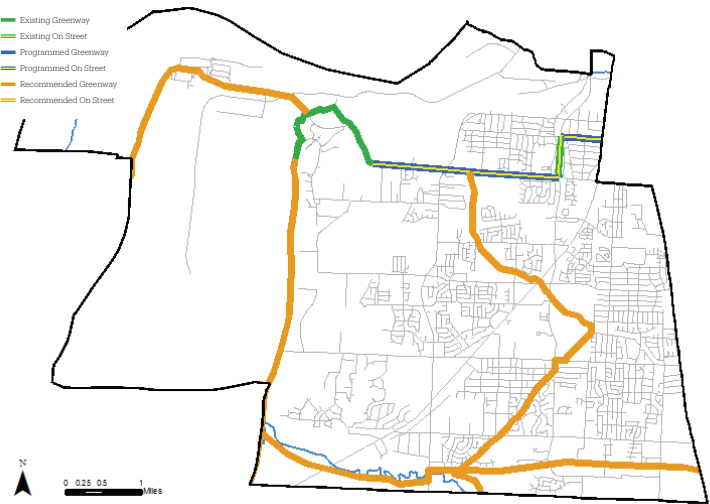
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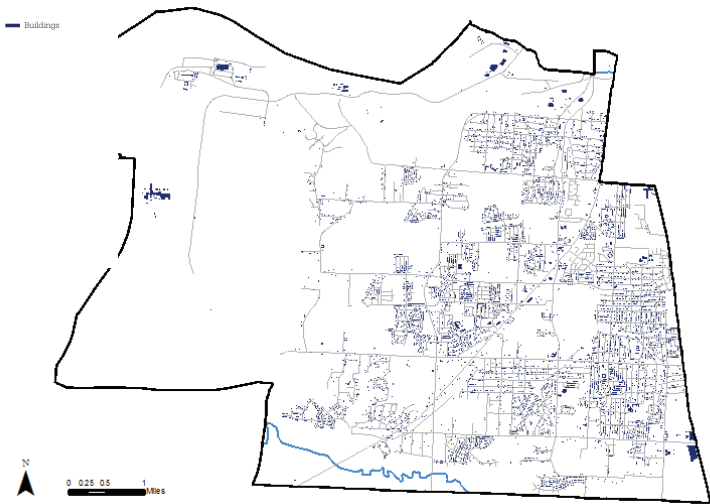
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Greenprint. The map above shows the Greenprint network of proposed and existing trails.



Building Footprint. The map shows the existing buildings in the district along with open spaces. A building footprint can indicate the type and size of a building along with the space between buildings.



Anchors

- NURTURE

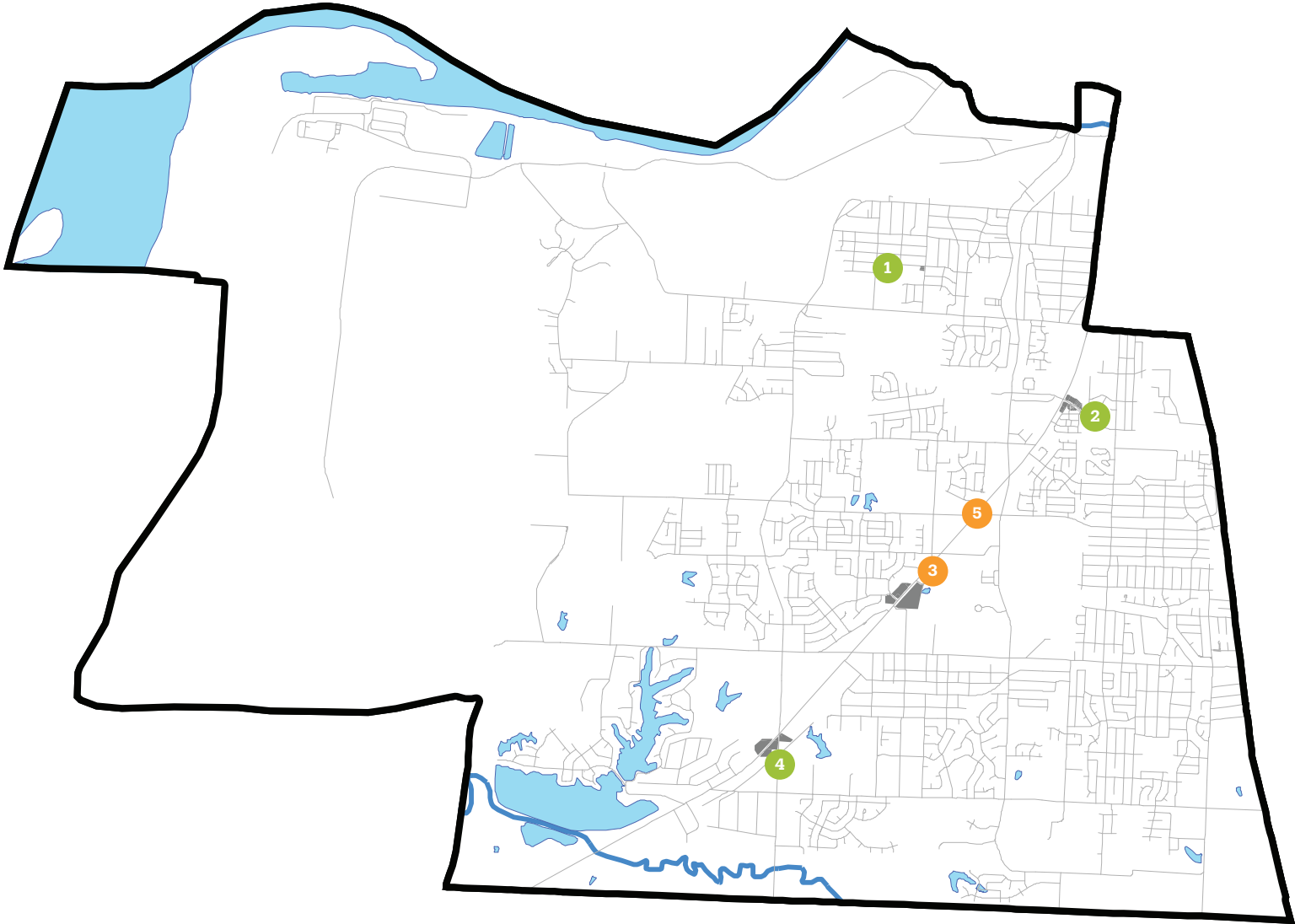
01 Ford & King

02 Third & Fairway/Levi Library

04 Third & Weaver
- ACCELERATE

03 Third & Ford

05 Third & Raines




Actions


NURTURE

Ford & King
NEIGHBORHOOD CROSSING


Assess vacant land around key anchors for strategic land assembly.

 Short-term 1-2 years

Create garden districts for urban agriculture in areas with abundant vacant land.


 Short-term 1-2 years

Assess soil quality and square footage to determine urban farm feasibility.


 Long-term 5-10 years

Third & Fairway/Levi Library
NEIGHBORHOOD CROSSING
School, Community Center, Park


Assess soil quality and square footage to determine urban farm feasibility.

 Long-term 5-10 years

Assess vacant land around key anchors for strategic land assembly.


 Short-term 1-2 years

Create garden districts for urban agriculture in areas with abundant vacant land.


 Short-term 1-2 years

Third & Weaver
NEIGHBORHOOD CROSSING


Assess soil quality and square footage to determine urban farm feasibility.

 Long-term 5-10 years

Assess vacant land around key anchors for strategic land assembly.

 Short-term 1-2 years

Create garden districts for urban agriculture in areas with abundant vacant land.

 Short-term 1-2 years


ACCELERATE

Third & Ford
NEIGHBORHOOD MAIN STREET


Upgrade facades in anchor areas by integrating community art and culture.

 Short-term 1-2 years


Partner with local churches, neighborhood groups and residents for neighborhood cleanup days.

 Short-term 1-2 years


Support the creation of community business associations.

 Long-term 5-10 years

Introduce medians, bump outs, and other forms of traffic calming measures.


 Long-term 5-10 years

Retrofit streets and connect broken links to increase connectivity


 Long-term 5-10 years

Third & Raines
NEIGHBORHOOD CROSSING


Decrease block size by introducing greenways and small scale development.

 Long-term 5-10 years

Identify temporary alternate uses for vacant land such as urban forestry/ agriculture, parks, open space or interim uses.

 Long-term 5-10 years

Support community organizations in assembling land for redevelopment.

 Short-term 1-2 years

Westwood is home to strong neighborhood schools, T.O. Fuller State Park, and several active neighborhood groups and associations. However, the population density is low with only 1,529 people per square mile. There are substantial amounts of undeveloped land, some of which are floodplains and some vacant structures. Westwood is projected to gain 156 new housing units every year for the next five years. Infill development around anchors should be a priority for the district. Other uses for underutilized land in Westwood could include transformation into recreational and agricultural uses.

While building vacancy is low in the district, blight in commercial areas and dumping are consistent issues. Focusing on anchors and major corridors first, addressing blight should be done by incentivizing redevelopment of blighted properties and encouraging active code enforcement. A formal partnership with community organizations should also be pursued to set up official clean-up days around the district. Additional measures can be taken with increased and improved lighting, cameras, and trash cans in problem areas. Aesthetic improvements, such as façade upgrades and landscaping, will help to increase the appeal of commercial areas.

Third Street is a crucial corridor for Westwood and heavily traveled by car and truck traffic. All anchors are located along Third and calming traffic around anchors will be critical to guarantee pedestrian safety. Traffic calming measures such as lowered speeds, landscaped medians, and protected lanes should be implemented. Crosswalk improvements, pedestrian refuge islands, and an assessment of ADA infrastructure should improve pedestrian safety.

The district has historically faced issues related to flooding. Recently, stormwater management and remediation in the northeast portion of the district are being addressed by a flood resilience grant awarded to Shelby County Government. Adding stormwater and natural landscape interventions along major corridors could help the rest of the district with flooding issues.

WESTWOOD

Land Use

- Anchor Neighborhood Primarily Single Unit

Anchor Neighborhood - Mix of Building Types

Anchor Neighborhood - Urban

Primarily Single Unit Neighborhood

Primarily Multifamily Neighborhood

Neighborhood Crossing

Neighborhood Main Street

Urban Main Street
- Urban Center

Urban Core / Downtown

Medical and Institutional Campus

Low Intensity Commercial & Services

High Intensity Commercial & Services

Open Space & Natural Features

Public & Quasi Public Buildings & Uses

Parks & Recreation Facilities
- Industrial

Industrial Flex

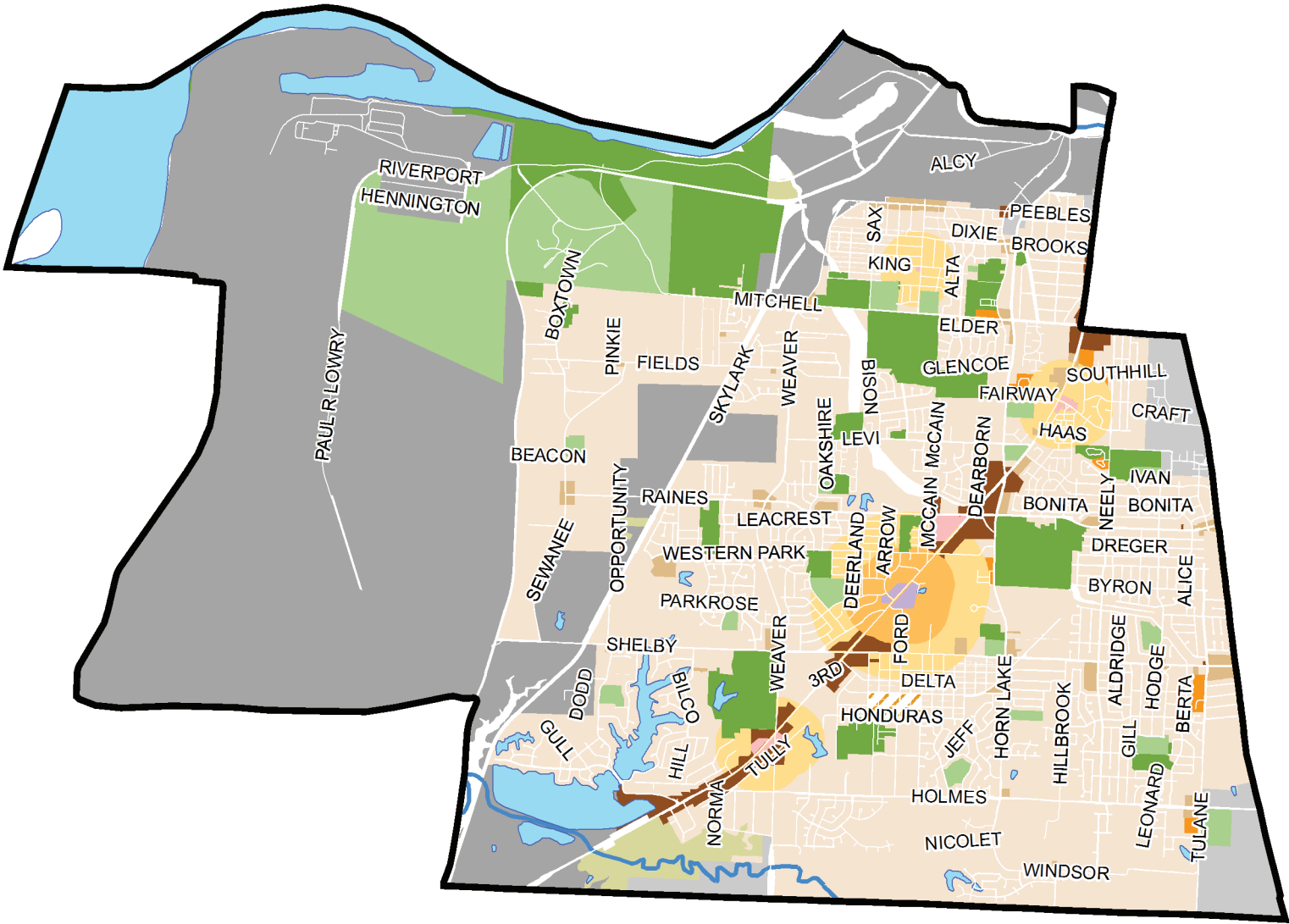
Transportation and Logistics Facilities

Transitional Neighborhood

Transitional Commercial

Transitional Industrial

Future land use in Westwood focuses on encouraging walkable areas with increased density and clustering a mix of uses around anchors. The anchors in the district are a combination of Neighborhood Crossing and Neighborhood Main Street and feature house-scale buildings, one to three stories in height. A small portion of the district near Otis Redding Park is designated a transitional neighborhood. The vacancy rate has reached a level where it is no longer feasible to pursue traditional economic infill. There may be opportunities for nontraditional alternative uses, such as community gathering spaces or small-scale agriculture.



Implementation Priorities

Investing in Accelerate Anchors

Investments and actions in accelerate anchors would be expedited in comparison to nurture or sustain anchors. More public and private investments will be encouraged through the strategic use of incentives and development that not only provides economic benefits but community benefits as well. Because increased development and significant market activity is encouraged in accelerate anchors, actions will be developed as a part of the Comprehensive Plan for mixed-use development, improved infrastructure, and enhanced mobility and connections to nearby public assets.



The accelerate anchor of Ford and Third currently is home to a flea market and other informal businesses. Additionally, there is a strip mall with some vacancy that could use an upgrade. Vacant parcels are also found within the anchor. There are a few longtime local businesses of note. 3rd Street can be a barrier to travel without a car.



Major nearby public investments include Westwood High School, Charles Powell Community Center, and Westwood Park. These are within walking distance of the anchor, but the area lacks high-quality, safe connections for pedestrians. Additional surrounding uses include single family housing.



Short Term. Upgrade facades in anchor areas by integrating community art and culture. Partner with local churches, neighborhood groups, and residents for neighborhood cleanup days.

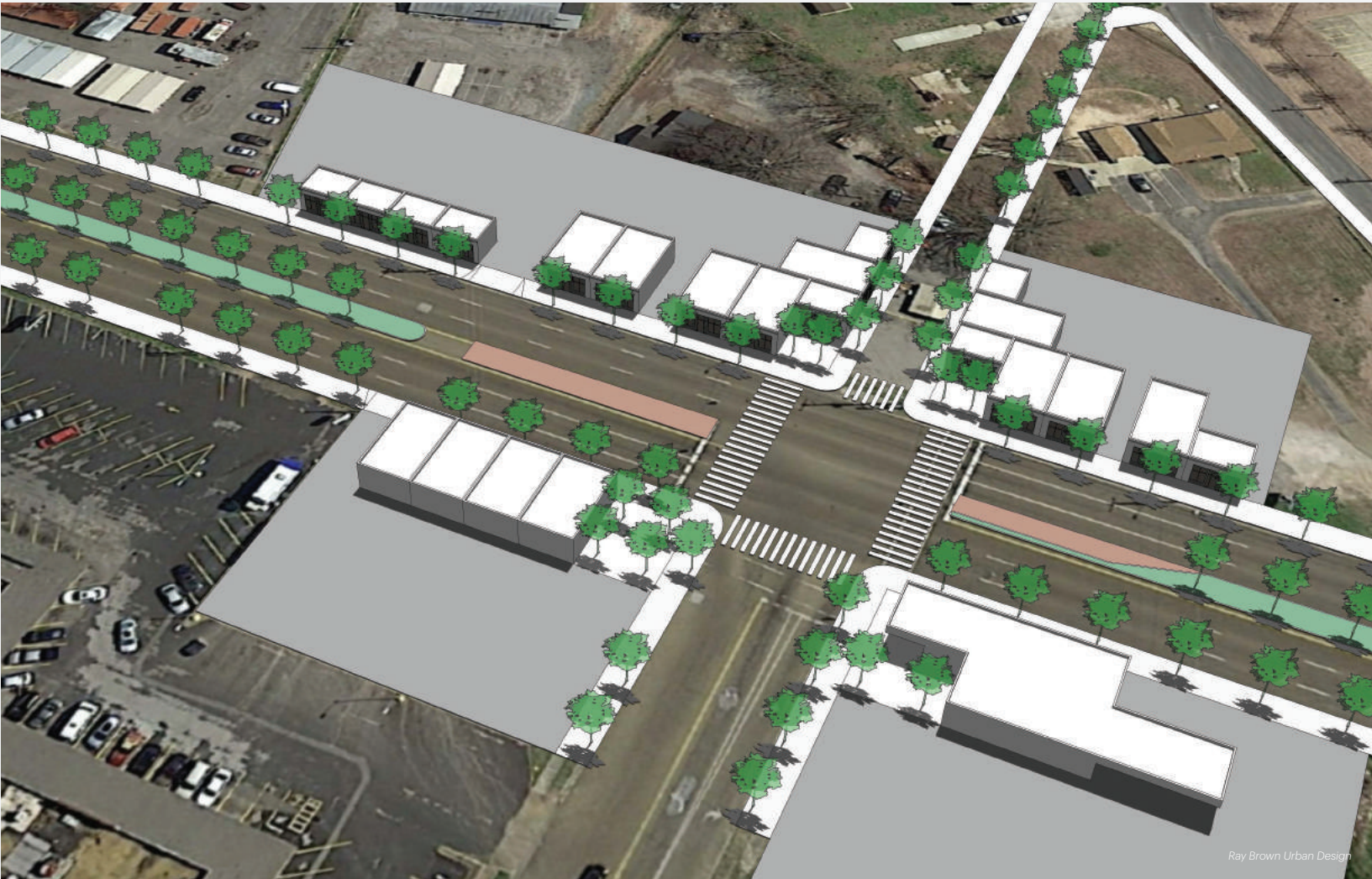


Long Term. Support the creation of community business associations. Introduce medians, bump-outs, and other forms of traffic calming measures.

Implementation Priorities

Investing in Accelerate Anchors

The **Third & Ford** anchor is situated along a heavily traveled corridor making it difficult and dangerous for pedestrian and cyclists. Small commercial businesses and pop up stores are located on both sides of Third Street. The design concept below depicts the continuation of Ford Road on the Northeast side of Third Street where the pop up stores are currently located. New buildings closer to the street along with street trees and sidewalks create an improved pedestrian environment and more active streetscape. Landscaped medians help calm traffic and crosswalks improve pedestrian safety.



Ray Brown Urban Design

Implementation Priorities

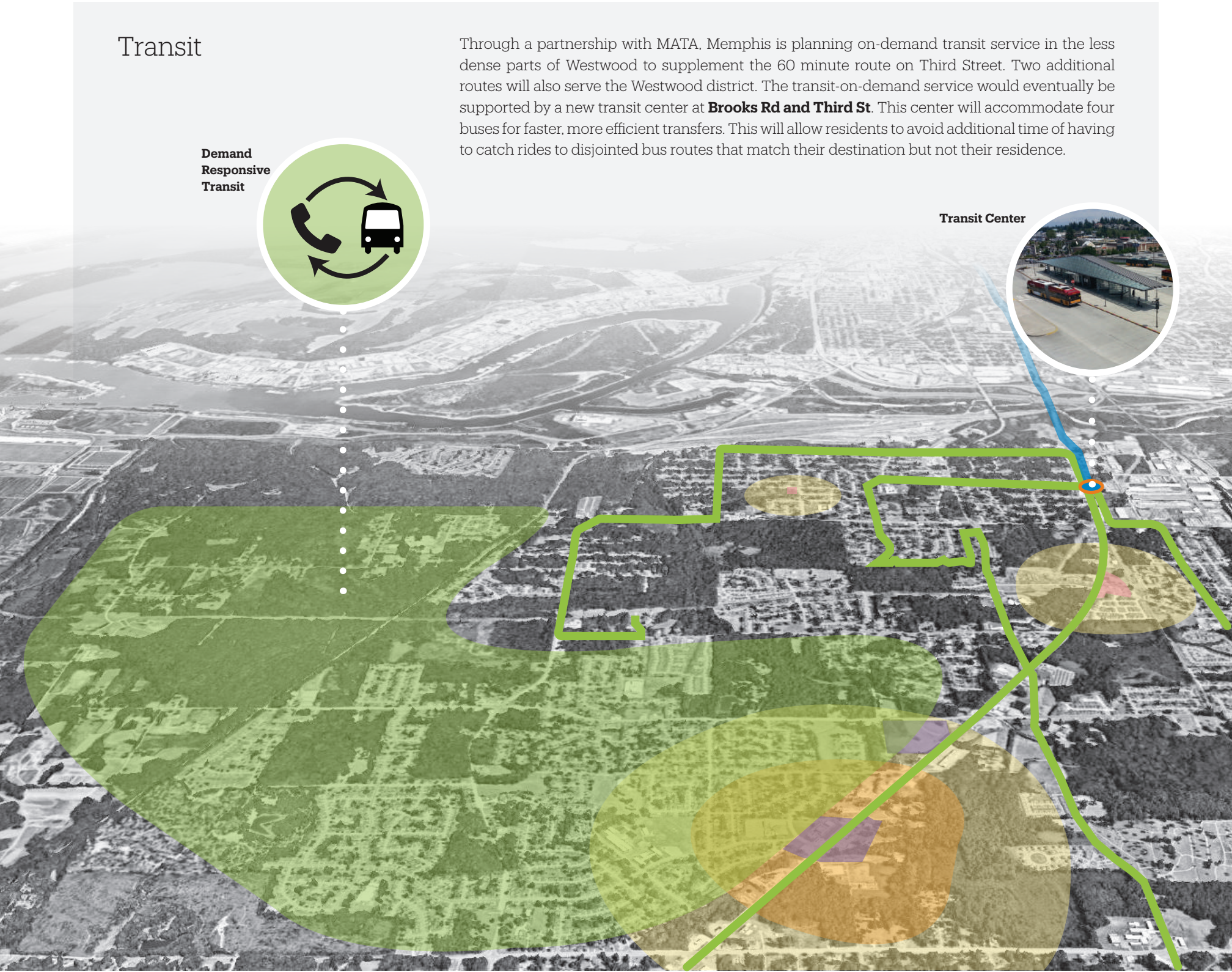
Transit

Through a partnership with MATA, Memphis is planning on-demand transit service in the less dense parts of Westwood to supplement the 60 minute route on Third Street. Two additional routes will also serve the Westwood district. The transit-on-demand service would eventually be supported by a new transit center at **Brooks Rd and Third St**. This center will accommodate four buses for faster, more efficient transfers. This will allow residents to avoid additional time of having to catch rides to disjointed bus routes that match their destination but not their residence.

Demand
Responsive
Transit



Transit Center





40,562
Population

2,391
People per
Square Mile

49.9%
Owner Occupied
Households

WHITEHAVEN

“

Whitehaven is so much more than Graceland; it is full of beautiful neighborhoods and wonderful people.

“

There is abundant opportunity for higher quality retail and restaurants that can serve the residents' needs.

“

I have lived in Whitehaven for over 30 years and I wouldn't dream of living anywhere else.



VISION

Whitehaven is a culturally dynamic and safe community, with a balance of residential, recreational, and employment options that enjoy high quality transit access and pedestrian accessibility. The Whitehaven planning district is supported by innovative economic development opportunities, vibrant community spaces, and green infrastructure.

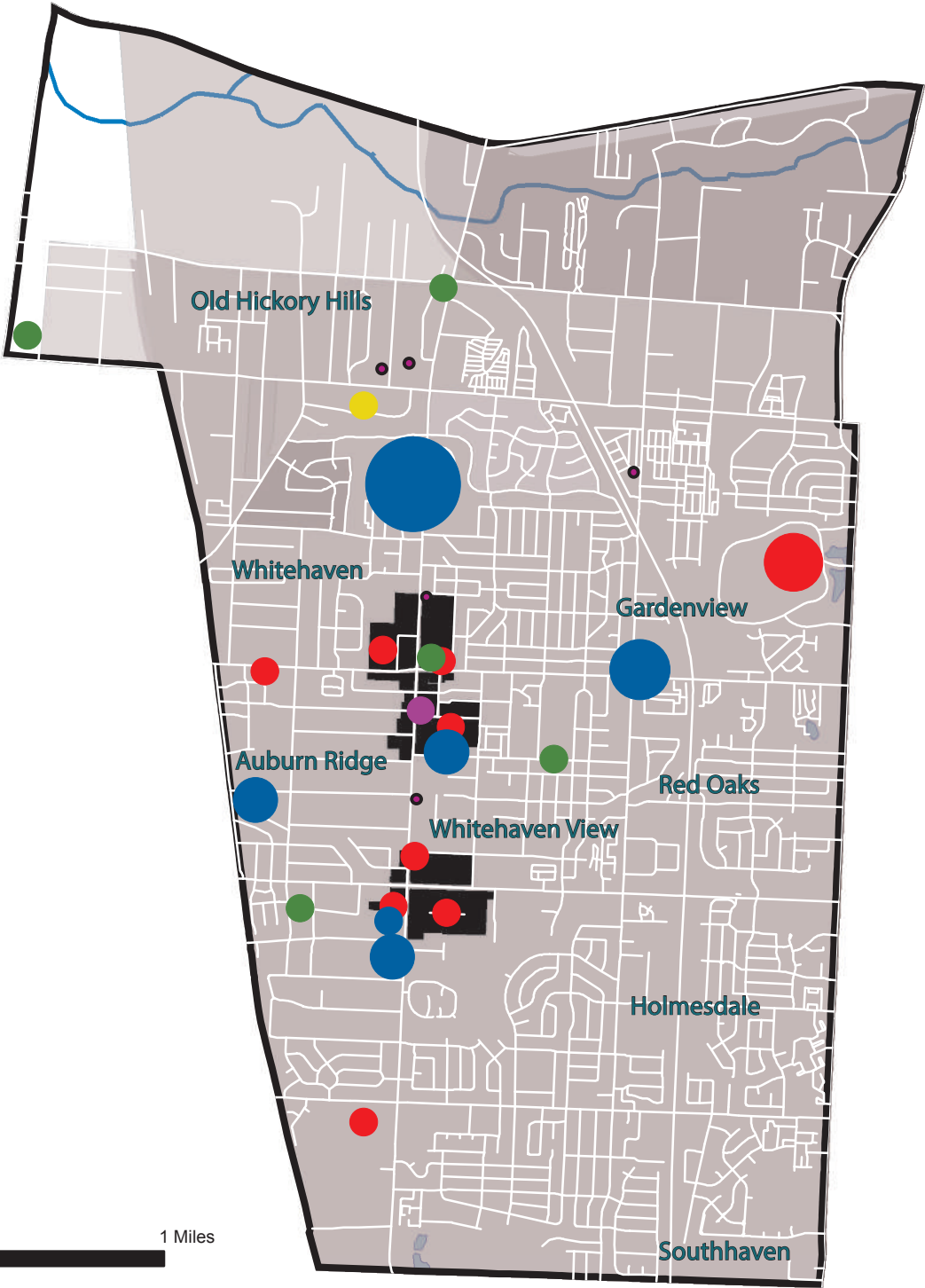
PRIORITIES

- Address blight and vacancy in multifamily and major structures within anchors and along major corridors
- Improve pedestrian and cyclist infrastructure to increase accessibility and safety along major corridors
- Improve the quality of commercial, retail, and restaurant options to encourage local spending in the district from residents and tourists
- Repurpose vacant lots and parking for public recreation and park development initiatives



- Parks, Green space, Recreation
- Museums, Art, Education, Architecture
- Neighborhoods, Districts
- Retail, Commercial, Employment
- Restaurants, Bars, Venues
- Anchors

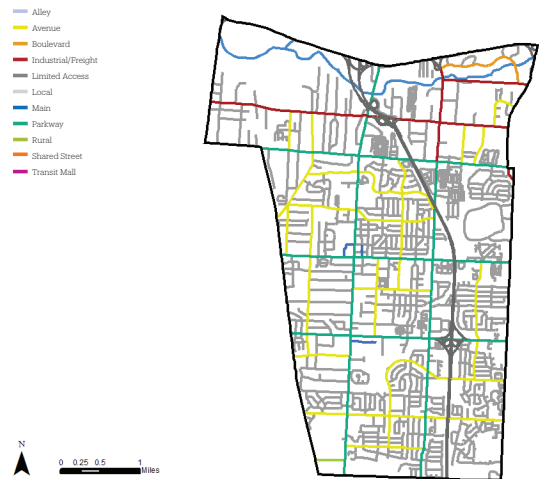
This map displays assets that were identified during the district workshop process from community members. Larger circles indicate the more times an asset was mentioned in discussion. Assets can include communal spaces, public parks, neighborhoods, street corners, places of business, and landmarks.



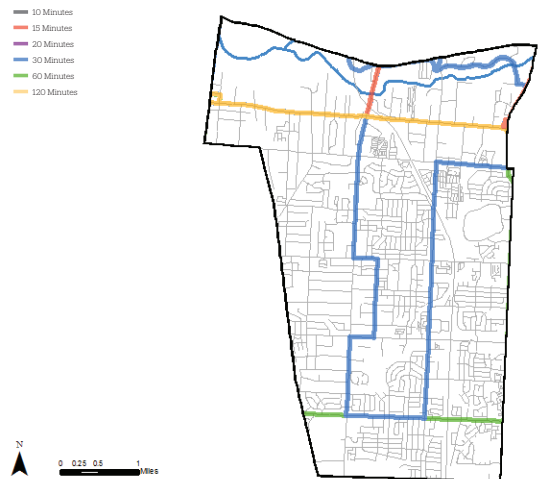
Connecting the District

The following maps show important networks and features of the district. Anchors and district actions should be supportive of connecting anchors and major corridors to employment centers, greenways and parks, and areas of opportunity.

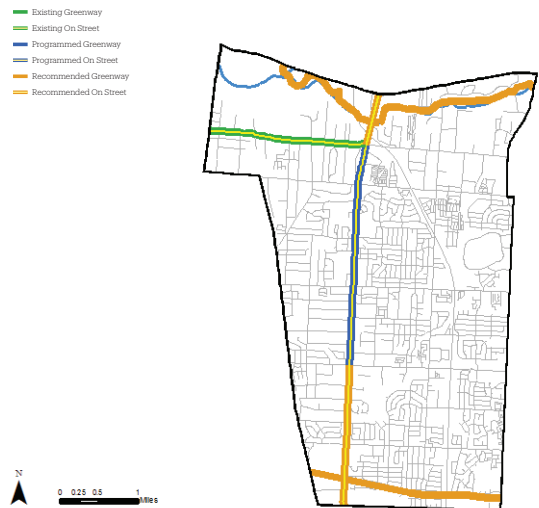
Full district profiles are available at memphis3point0.com



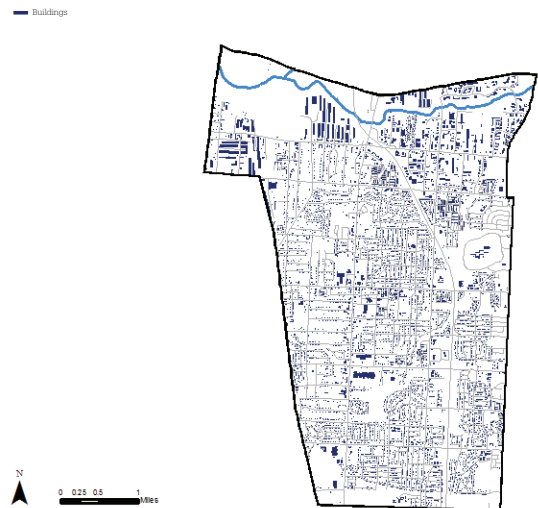
Street Network. The map shows the types of streets in the district. street improvements should focus on connecting anchors with the rest of the district and improving pedestrian and cyclist safety.



Transit Network 2022. The map shows the future transit network and anchors for the district. Each color indicates route frequency (i.e., 30 minutes). To support multimodal transit, anchors, and major corridors should be well-connected to employment centers.



Greenprint. The map above shows the Greenprint network of proposed and existing trails.



Building Footprint. The map shows the existing buildings in the district along with open spaces. A building footprint can indicate the type and size of a building along with the space between buildings.



Photo: Gary S. Whitlow



Photo: Gary S. Whitlow



Photo: Gary S. Whitlow



Photo: Gary S. Whitlow

Anchors

- NURTURE**
01 Southwest TN Community College
02 Southbrook/Southland
- ACCELERATE**
03 Whitehaven Plaza



Actions

NURTURE

Southwest TN Community College

INSTITUTIONAL CAMPUS

Encourage pop-up markets and civic events at and around Whitehaven Plaza and Southwest TN Community College.

Short-term 1-2 years

Incentivize/encourage infill on parking lots at anchors with excess parking.

Long-term 5-10 years

Provide major upgrades to Whitehaven Park that can be enjoyed by a range of ages.

Long-term 5-10 years

Southbrook/Southland

NEIGHBORHOOD MAIN STREET

Create an easy licensing system that allows vacant commercial spaces to be used as pop up shops and/or promote private-public partnerships.

Short-term 1-2 years

Prioritize bike, pedestrian and transit infrastructure improvements near David Carnes Park.

Short-term 1-2 years

Allow temporary and permanent art installations in anchor areas.

Short-term 1-2 years

ACCELERATE

Whitehaven Plaza

URBAN MAIN STREET

Encourage infill and reuse of vacant properties near Polly Williams Park.

Short-term 1-2 years

Encourage and incentivize commercial infill on vacant parcels.

Medium-term 2-5 years

Encourage mixed-use developments on vacant parcels.

Medium-term 2-5 years

Incentivize mixed-income developments in accelerate anchor areas.

Medium-term 2-5 years

Target façade improvement/landscaping loans at accelerate anchors and along major corridors.

Medium-term 2-5 years

Implement safety improvements for pedestrians and cyclists along Elvis Presley from Brooks to Shelby Drive.

Medium-term 2-5 years

Encourage and incentivize commercial infill on vacant parcels.

Medium-term 2-5 years

Pilot temporary space activation similar to the MEMFIX program to reduce barriers to entry for entrepreneurs while simultaneously increasing commercial occupancy.

Long-term 5-10 years

Partner with community associations to identify resources to install cameras within anchor neighborhoods and adjacent single unit neighborhoods

Short-term 1-2 years

Identify financial tools to support major housing rehabilitation.

Long-term 5-10 years

Whitehaven has strong, stable single-family neighborhoods with relatively little blight and vacancy. The district is projected to gain 65 new households every year for the next five years. With the vacancy for single-family homes scattered throughout the district, new households could fill those vacancies. In addition, the Whitehaven District exhibits potential for new market rate mixed-use and multifamily development focused in anchors. As the district develops, it is important that new multifamily developments contain market rates and avoid past examples of high concentration of lower-income residents in large complexes.

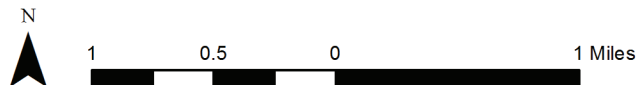
Blight and vacancy is a bigger issue for the multifamily properties in the district and some commercial properties as well. Focusing first at anchors and major corridors, addressing blight and vacancy should be done by improving code enforcement response times and incentivizing the redevelopment of blighted and vacant properties. Major renovations are underway at a large blighted apartment complex in the district with the help of public/private partnerships and City and State financial tools. Partnerships of this type should continue to improve other blighted complexes in the district to increase the quality of multifamily housing. In the short term, partnerships with local nonprofits can help to alleviate safety and blight issues in multifamily complexes. A longer term strategy may include cameras at anchors and along major corridors to monitor safety.

The major corridors in Whitehaven are heavily traveled and most lack adequate transit, pedestrian, and bicyclist infrastructure and safety measures. To further support the increased activity at anchors and surrounding areas, infrastructure and transit improvements are needed. Major street and pedestrian infrastructure upgrades including measures to increase handicap access, are slated for Elvis Presley Boulevard from Craft Road to Brooks. Infrastructure upgrades such as sidewalks, benches and signaled crossings should be implemented to increase access and safety, and bike lanes should be limited on busy streets. Future investments in transit will add a high frequency route on Elvis Presley Boulevard and on Airways with buses arriving every 15 minutes and additional bus bays at the Airways Transit Center.

The Whitehaven district has four small parks with limited amenities that are mostly located within neighborhoods. Repurposing vacant lots and excess parking as green spaces or small parks presents an opportunity for greater access. Drainage ditches exist throughout the district's neighborhoods, but require better maintenance to address soil erosion.

Land Use

- Future land use focuses on encouraging a mix of uses around anchors. There are three types of anchors in Whitehaven – Medical District/ Institutional, Neighborhood Main Street, and Urban Main Street. All anchors feature a walkable mix of uses but the scale and height of buildings varies with each anchor. The northern part of the district is mostly industrial and industrial flex. The rest of Whitehaven is single family with a mix of high and low intensity commercial and multifamily.



Implementation Priorities

Investing in
Accelerate Anchors

The image below shows existing building footprints in white, with new multi-story commercial and residential development in blue and orange. Pedestrian connections exist along **Elvis Presley and Raines** and throughout the parking area to connect the existing buildings with future development. Additional pedestrian refuge and crossings also decrease block sizes at the Elvis Presley/Raines intersection. Raines offers additional pedestrian safety and lower speeds through the addition of a median with tree plantings for its parkway designation.



Design Concept by Self+Tucker Architects

Implementation Priorities

Investing in Accelerate Anchors

Investments and actions in accelerate anchors would be expedited in comparison to nurture or sustain anchors. More public and private investments will be encouraged through the strategic use of incentives and development that can provide economic benefits but community benefits as well. Because increased development and significant market activity are encouraged in accelerate anchors, actions will be developed as a part of the Comprehensive Plan for housing affordability to reduce the chance of displacement.



Whitehaven Plaza. The area around Whitehaven Plaza is a mix of commercial businesses and restaurants. The center of the anchor is Whitehaven Plaza and has a few vacancies with land available for infill. Single family homes and some multifamily surround the anchor. Most of Graceland is included in the anchor neighborhood



Southland/Southbrook. The Southland and Southbrook Mall area is mostly commercial businesses. Both Southland and Southbrook Mall have a large amount of vacancies with excess parking. Housing consists of single family homes. Within a one-fourth mile of the anchor is Whitehaven Elementary School and the Thomas Davis YMCA.



Short Term Actions. Activating the vacant land, unused excess parking, or vacant spaces at commercial centers with pop-up shops or community events can bring activity and help to fill vacancies long term. Urban design standards will improve aesthetics and functionality of anchor areas.



Long Term Actions. Using incentives, infill development on vacant parcels or unused excess parking can be encouraged with either commercial uses or mixed income housing developments. Creating green spaces or small parks in these spaces can provide not only community benefits but environmental as well.



Photo: Gary S. Whitlow



Photo: Gary S. Whitlow



Photo: Gary S. Whitlow



Photo: Gary S. Whitlow



PART FIVE:

Sustaining Our Future



Conclusion

Memphis is ready for change. Through actions that support a smart and sustainable city, growth can occur within anchors in the core and the City's neighborhoods. Investing in infrastructure will increase mobility options and enhance accessibility to services. By investing in programs that uplift all Memphians and including them as part of the solutions for opportunity, the City will become a more inclusive and prosperous place.

The vision of Memphis 3.0 is a culmination of community feedback that not only includes aspirations, but functions as a roadmap with real ideas for program and policy intervention actions. Realizing the future of the plan will require actions with multiple partnerships across the City, including the private market and nonprofit agencies. The Office of Comprehensive Planning will work with external agencies and advisors to maintain the plan is responsive and inclusive to the voices of Memphians across the City, as it has throughout the planning process.

Effective implementation of the plan will determine the next 20 years and more of the City. This can reverse the outcomes of the City's sprawling past by investing in neighborhoods, place by place. The key to success is maintaining broad community support for sustained action to adopt recommended actions, fund targeted investments, and establish partnerships necessary to initiate change for maximum Citywide impact.

A growth strategy that focuses on anchors within districts as assets, tied with actions that reduced blight and increase density, requires continuous involvement of all necessary parties, including the City's residents. A land use

plan that aligns development and considers neighborhood context can only be realized through a strategic framework of actions that are associated with the eight goals of the Comprehensive Plan. The guiding values represent community beliefs that must be adhered to when fulfilling the goals of the Comprehensive Plan to ensure opportunity and equity can be brought to all citizens. Reviewing the guiding values of the plan regularly will help to initiate future planning initiatives that follow the outlined goals and objectives for the City. Ultimately, the success of this plan will be measured by the extent to which we realize the vision and establish complete communities across Memphis through effective implementation.

Special Appendix B
Transit Vision



Transit Vision

Recommended Network and 2040 Vision

November 2018

JARRETT WALKER + ASSOCIATES



Memphis 3.0 Transit Vision

Recommended Network and 2040 Vision

NOVEMBER 2018

For Innovate Memphis and the City of Memphis

JARRETT WALKER + ASSOCIATES



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1 Introduction

Introduction

What is the Transit Vision?

The Memphis 3.0 Transit Vision is part of the Memphis 3.0 comprehensive planning process, a process that will develop a new vision to guide the growth and development for the third century of Memphis. The Transit Vision is being led by the City of Memphis and Innovate Memphis, in partnership with the Memphis Area Transit Authority (MATA).

The Memphis transit network has not been thoroughly redesigned in decades, and many of its features were designed for a city that is much different than today. Previous efforts to redesign the system, like the 2012 Short Term Plan, have not been implemented because of the natural challenges to making large changes to long established habits and systems.

In addition, there has been a pattern of disinvestment in transit over the last ten years, leading to less transit service. These factors have combined to reduce ridership on the transit system and create a sense of crisis over how and whether transit can or should be a relevant part of the city's life.

In this context, the City of Memphis and Innovate Memphis began a conversation in 2017 with stakeholders, riders, community members and elected officials about whether to change the city's transit network, in what direction the system should be changed, and how to invest in the future of transit in Memphis.

The goal of this process has been to

- Assess the existing transit network and the geometry of today's city;
- Engage the public, stakeholders and elected officials in a conversation about the goals of transit in Memphis;
- Develop recommendations for changing the transit network; and
- Consider the cost and financing options for improving transit in Memphis.

Ultimately, the City of Memphis wants a blueprint for how to change and grow the existing transit system to best meet the needs and goals of today's city, and develop a long-term plan for the future transit network that meets the needs of the Memphis of tomorrow.

This Transit Vision describes the outcome of the planning process including a Recommended Network for transit service in Memphis in the short-term (by 2022) and a long-term vision for transit expansion as the city grows and develops in line with its new comprehensive plan.

Recent Decline in Transit

In the past ten years, Memphis has experienced a slow-moving self-reinforcing decline in transit. The danger is that, if it is not halted, transit will *decline into irrelevancy*. (Memphis is not the only city that has experienced this.)

We can see evidence of this cycle in the levels of ridership and service hours (Figure 3 at right). From 2005 to 2015, MATA cut service by 22% and ridership fell by 28%. It is not at all surprising that ridership declines when service is cut. People cannot ride buses that don't run. The contributors to this process include:

- **Residential and job growth.** The region has grown slowly in population and jobs but more quickly in developed land area. Most new developments are far away from the transit network and from each other.
 - Triggered by population increases, Memphis crosses a threshold into a category of larger regions, and MATA starts receiving less federal funding.
 - Meanwhile, new development areas are much more expensive to serve with transit, because they are lower density and far away.
 - Service is cut, frequencies are reduced so that routes can be lengthened, and ridership drops predictably.
- **Cost increases.** The costs to MATA of delivering each hour of transit service has increased. Federal, State and City contributions have, in most years, not kept up with inflation.
 - MATA is able to put less service on the street, and ridership drops predictably.
- **Federal funding cuts.** MATA's share of federal funding has been reduced because ridership has dropped so much.
 - Service is cut, and ridership drops again, predictably.

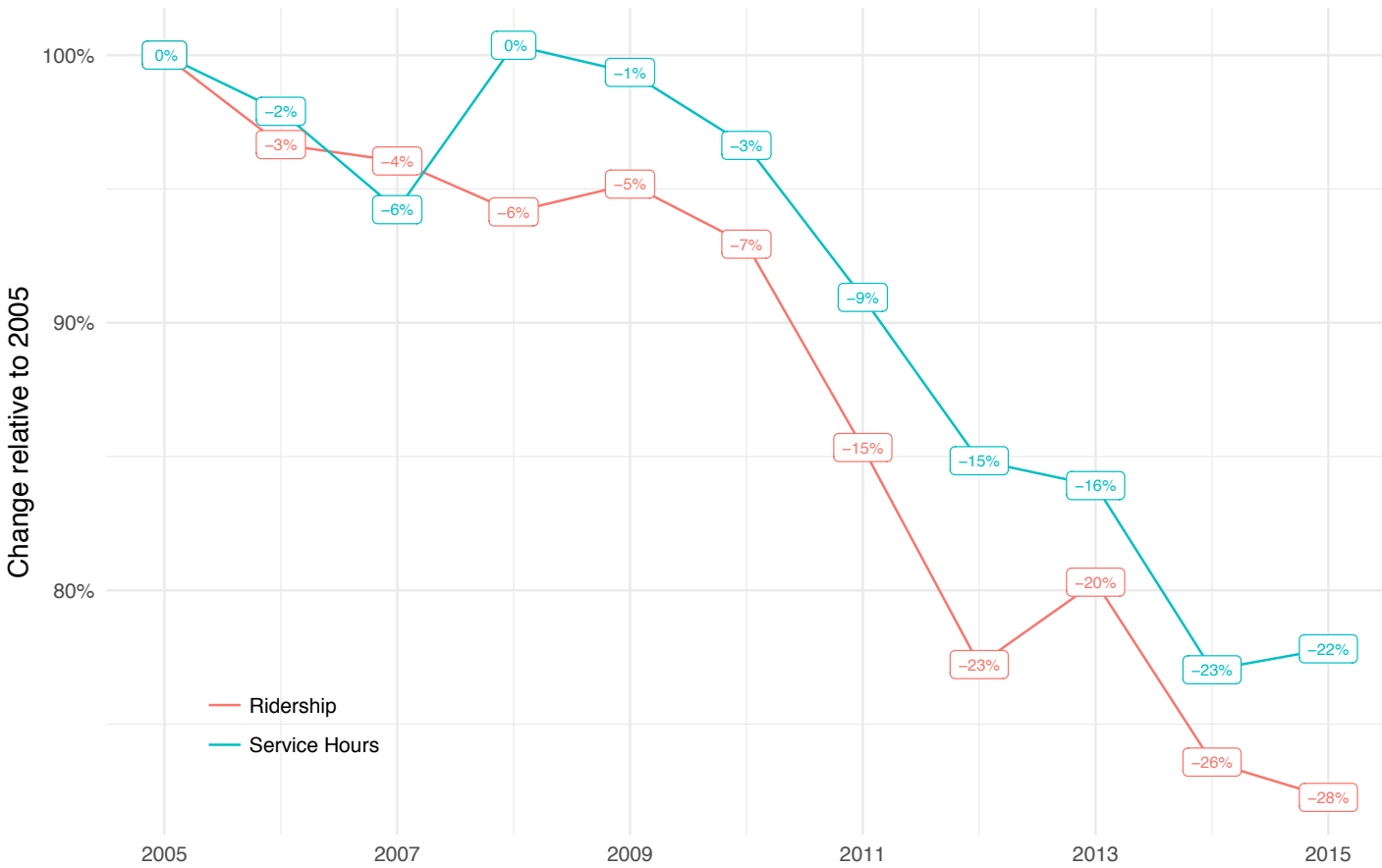


Figure 1: Changes in MATA's total service supply (service hours) and ridership between 2005 and 2015. Ridership fell nearly hand-in-hand as service was reduced over the years.

- **Development continues away from the existing network.** Because the transit network is useful to fewer and fewer people, there has been no incentive for developers and businesses to locate on it.
 - More growth happens in places that are hard to serve with useful transit.
- **And so on.**

The Memphis 3.0 Comprehensive Plan and Transit Vision aim to reverse the decline in transit service and ridership by reinvesting in service and shifting to transit-supportive land use policies.

Existing System

The map at right shows the existing transit network in Memphis. Every route is color-coded based on its frequency during midday on a weekday.

Low frequencies and limited hours of service are one of the main ways that transit fails to be useful, because it means service is simply not there when the customer needs to travel.

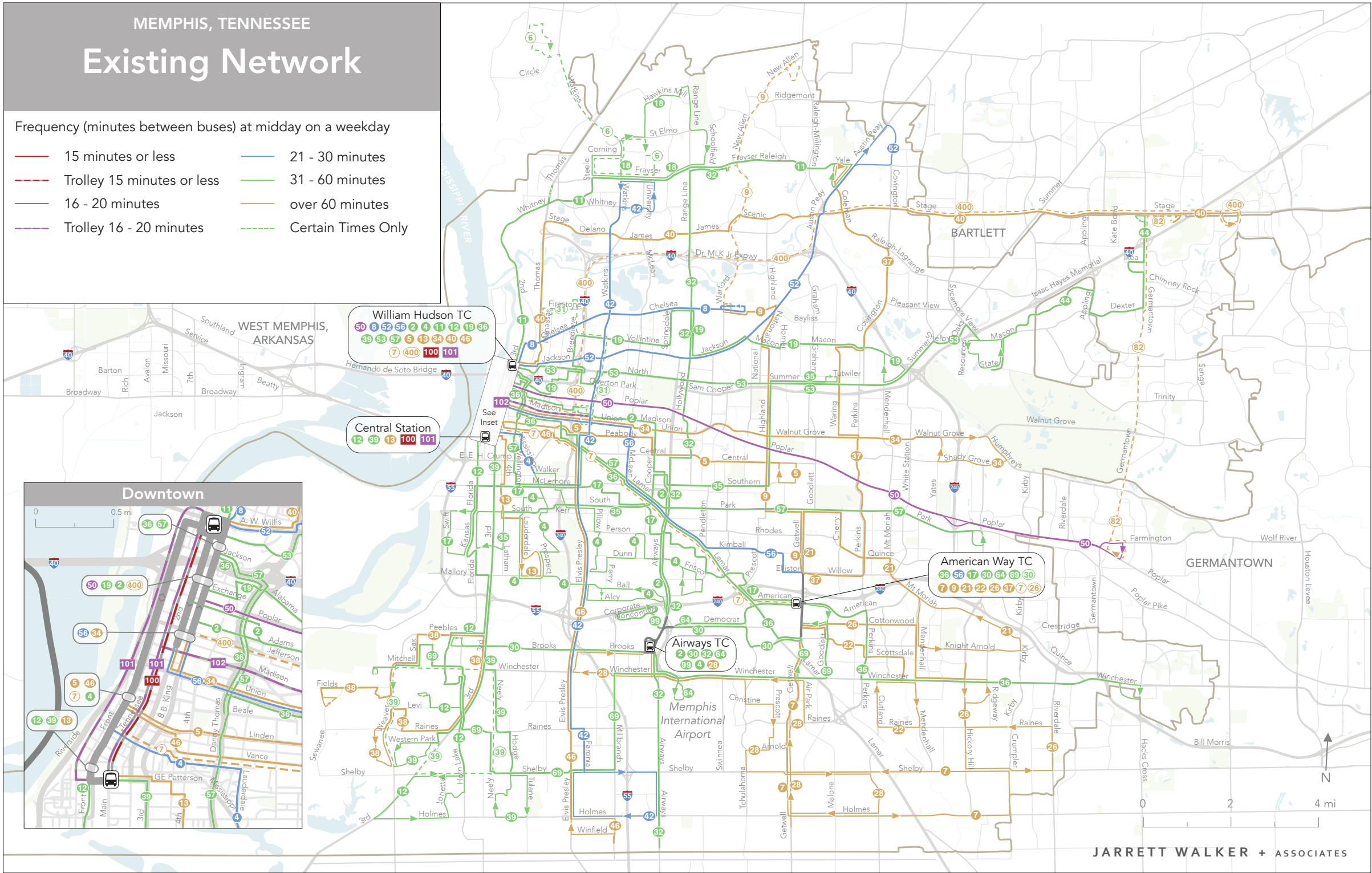
Frequent service:

- Reduces waiting time (and thus overall travel time).
- Improves reliability for the customer, because if something happens to your bus, another one is always coming soon.
- Makes transit service more legible, by reducing the need to consult a schedule.
- Makes transferring (between two frequent services) fast and reliable.

The map at right reveals that only a few MATA routes offer 30-minute frequency; only one offers 20-minute frequency; and only the trolleys offer service every 15 minutes or better (which is the transit industry norm for calling something “frequent”).

The Existing Network devotes 40 percent of resources to service that one would expect to get high ridership relative to cost. The other 60 percent of resources is going to service that is not likely to get high ridership relative to cost, but is meeting other important goals, like covering low density areas with severe needs. For a deeper explanation of the rider-ship-coverage trade-off and balance between those two goals, see the *Choices Report*.

Figure 2: Existing System



Introduction

Short-Term Recommended Network

The Short-Term Recommended Network in this report is the result of conversations and the direction received from the public, stakeholders and elected officials about the values that Memphians want transit to achieve. The results of that conversation are documented in Chapter 2.

The conversation around changing the transit network began with general questions about how Memphis should balance key goals like ridership and coverage within existing resources or with more resources. These goals were described in our Choices Report, released in September 2017, available at the project home page: <http://www.memphis3point0.com/transit> or directly from [this link](#).

The conversation continued with a discussion and survey around four conceptual networks, two within the existing transit budget, and two with additional funding. The conceptual networks and their outcomes were described in our Concepts Report, released in November 2017, available at the project home page: <http://www.memphis3point0.com/transit> or directly from [this link](#).

The results of that conversation indicated that Memphians wanted to invest more in transit service and direct most of that new investment into higher frequency service that would increase ridership, but to also maintain the existing coverage of the existing network. So the project team produced a Draft Recommended Network in our April 2018 report available from [this link](#). In a survey about the Draft Recommended Network, we asked for feedback from the public about the proposal. The vast majority of respondents agreed that the proposed network would be better for Memphis than the existing network and supported more funding for transit service in the city.

Who designed this network?

The Recommended Network was designed through collaboration among City of Memphis planning and transportation staff, Innovate Memphis multimodal transportation staff, Memphis Area Transit Authority (MATA) staff, and consulting transit experts from Jarrett Walker + Associates.

This network represents some key choices about the future of transit in Memphis. Those choices were made not by the technical experts, but by Memphis stakeholders. The choices, and the many ways that people weighed in on them, are described in the next chapter.

How much more transit funding are we recommending?

Based on public and stakeholder input, the Recommended Network assumes that Memphis will invest more funding in transit to provide more service. The network is designed with the assumption that an additional \$26 million per year would be provided for transit operations and \$4 million for transit capital needs, for a total increase in investment of \$30 million per year. This funding level was chosen based on consultation with City, MATA and Innovate Memphis staff as a realistic assumption of what could be provided with additional funding from a mixture of revenue sources approved by the City or by voters.

The Recommended Network assumes the City will invest an additional \$30 million per year in transit.

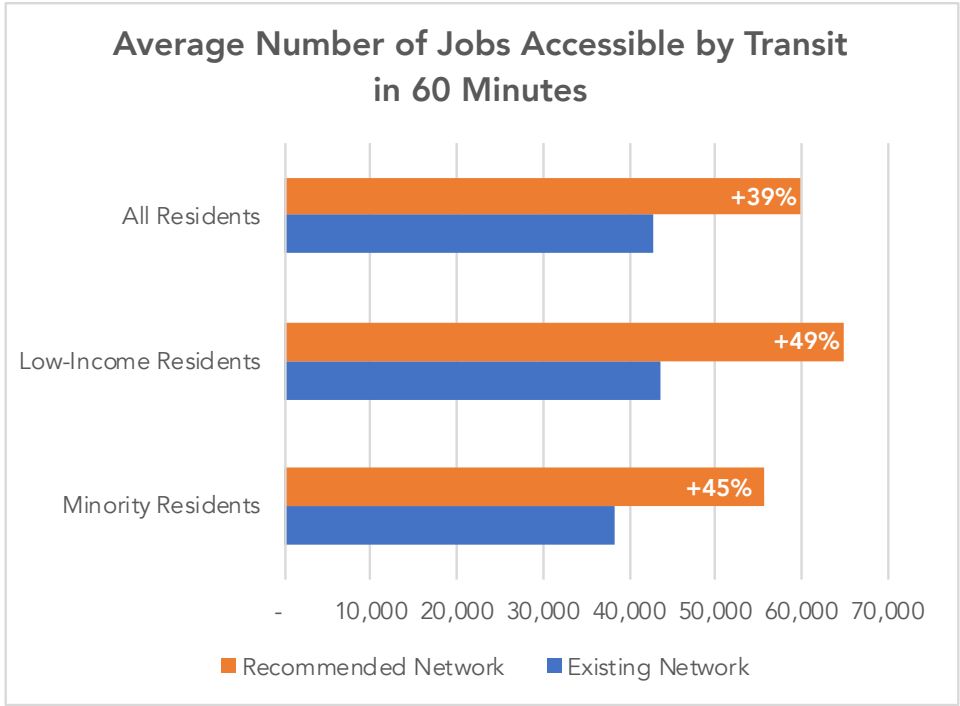
How does the Recommended Network perform?

For most people and most places in Memphis, the Recommended Network dramatically improves the jobs, people, and opportunities accessible by transit. It does this by providing more frequent service along the busiest and densest corridors and by rearranging service in some areas to consolidate low frequent routes into higher frequency service.

For the average Memphian, the number of jobs accessible by transit in an hour would increase by 39%. For low-income and minority residents, jobs access would increase, on average, by 49% and 45%, respectively.

The number of people and jobs that have access to some service would also increase with the Recommended Network. Access to frequent service would increase dramatically. An additional 79,000 people would have access to frequent service, increasing from 2% of people with the existing system to 14% with the Recommended Network. An additional 103,000 jobs would be near frequent service, increasing from 6% with the existing system to 25% with the Recommended Network.

Figure 3: Change in jobs accessible for all residents, low-income residents, and minority residents



Takeaway

For the average Memphian, the Recommended Network would increase the number of jobs accessible in one hour by 39% — an additional 17,000 jobs.

Recommended Network

The Short-Term Recommended Network assumes a major increase in transit investment — an additional \$30 million per year. The additional resources are primarily invested in additional frequency with 70 percent of all resources spent on service expected to get high ridership relative to cost, while 30 percent of all resources are spent on service that is meant to provide coverage to areas where ridership is not likely to be high.

The Recommended Network would provide a high frequency grid network with high frequency service on two routes radiating from downtown: Union and Lamar plus 20 minute frequency on Poplar.

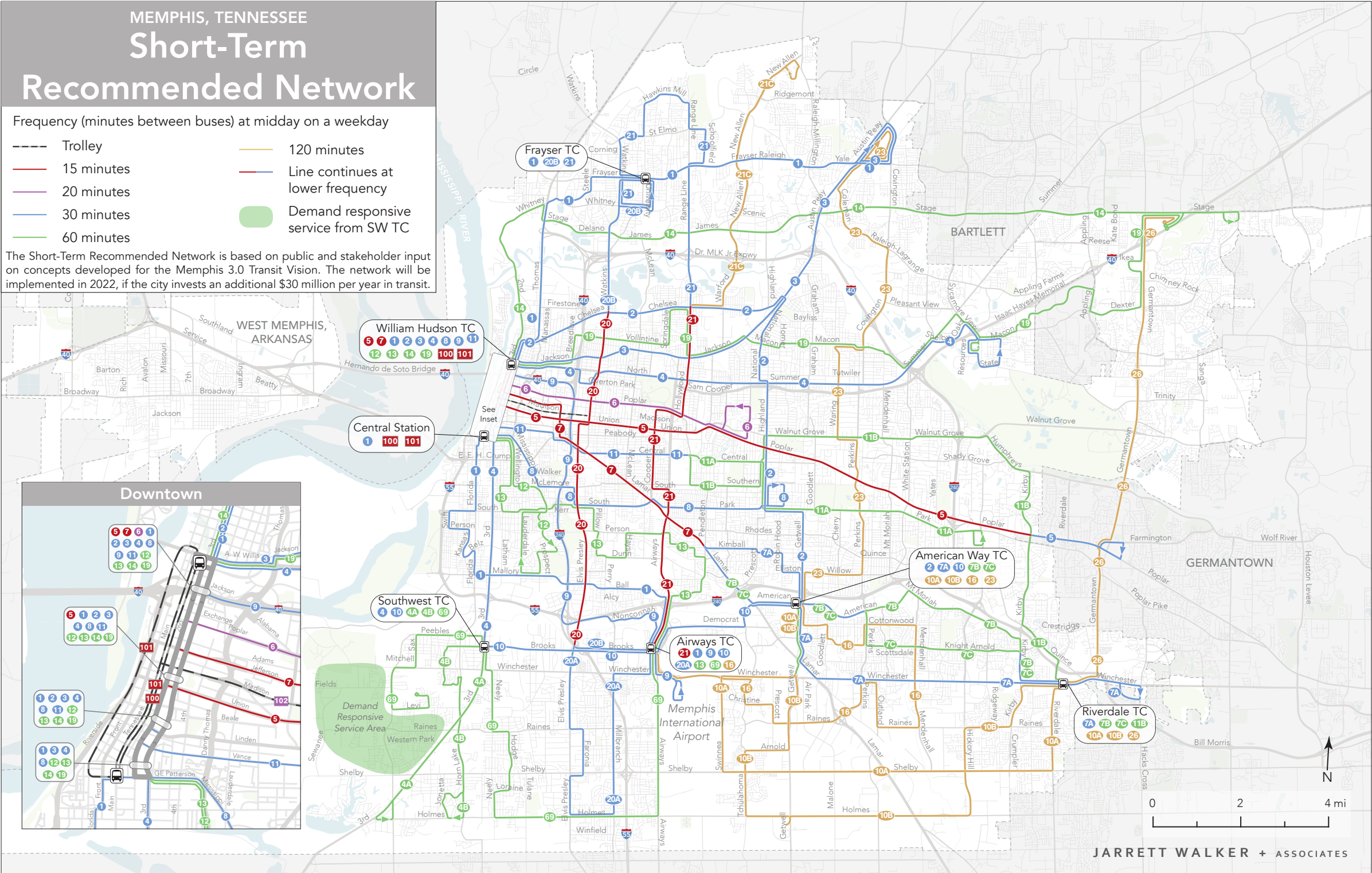
It would provide high frequency service on two north-south crosstown routes: the Watkins/Cleveland/Elvis Presley Boulevard corridor (similar to the current route 42) and the Hollywood/Cooper/Airways corridor (similar to the current route 32).

A benefit of this high frequency grid is how it makes moving around Memphis much easier. Where high frequency routes cross, transfers are fast and easy, so going from Prospect Park (Elvis Presley and Ball) to the Regalia Shopping Center (Poplar and Ridgeway) is much faster because the initial wait and the wait when transferring is much shorter.

The Recommended Network maintains coverage for nearly all parts of Memphis that currently have service, meaning that there is a route within a quarter mile. In some cases, the type of service changes, however.

For example, in far Southwest Memphis, fixed route service is replaced with demand responsive service that would connect to a new transit center near 3rd and Mitchell.

Figure 4: Short-Term Recommended Network



Introduction

The Transit–Land Use Planning Conversation

The 2040 Vision Network shown on the following page is the City’s contribution to a healthy conversation between land use and transportation planners in Memphis.

This new transit vision was influenced by the draft land use plan from the Memphis 3.0 process. The map at right shows land use designations from the Memphis 3.0 Comprehensive Plan and the Short-Term Recommended Network. A key feature of the land use plan is a focus on anchors as key centers of activity and development. Better connecting these anchors was a key aspect of the design of the 2040 Vision.

A Healthy Long-Range Planning Conversation

Similar conversations happen between land use and road planning; between transit and road planning, and for other kinds of related planning activities

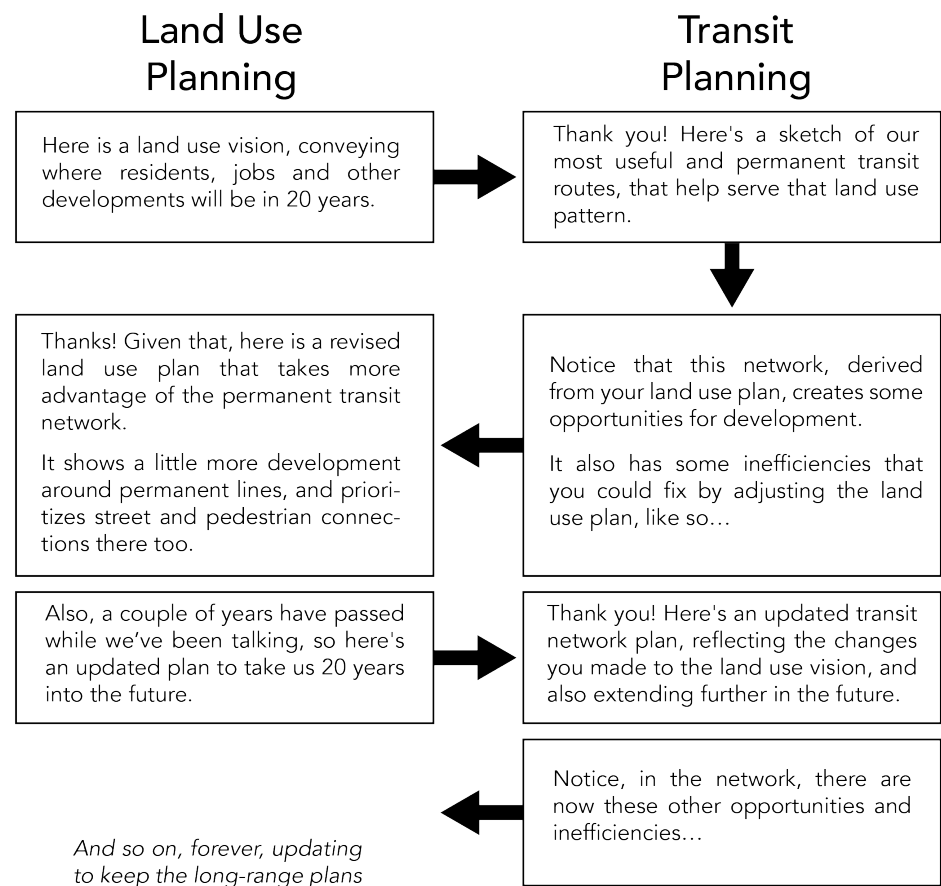
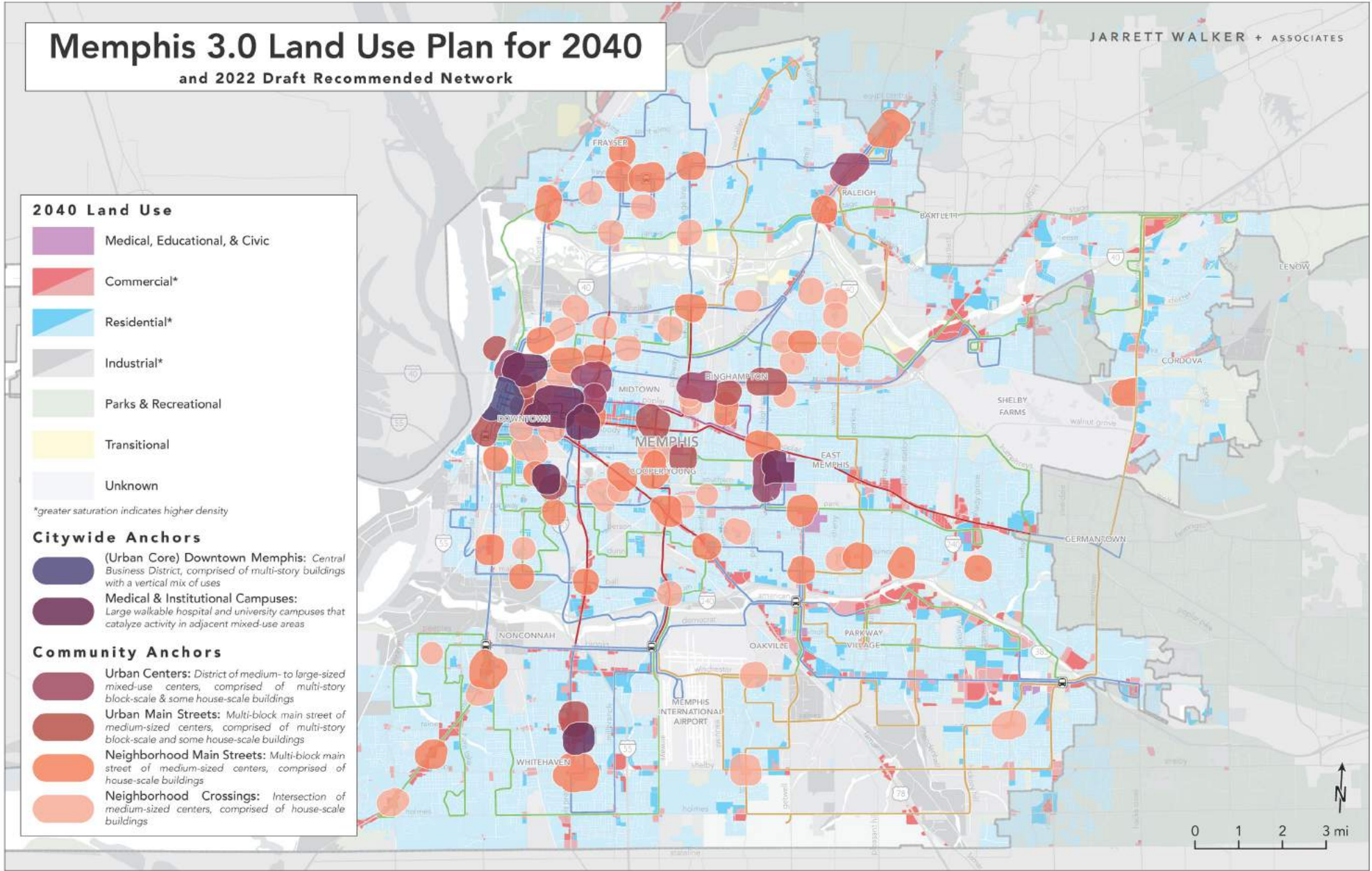


Figure 5: Memphis 3.0 Land Use Plan for 2040



Introduction

Long-Term Network for 2040

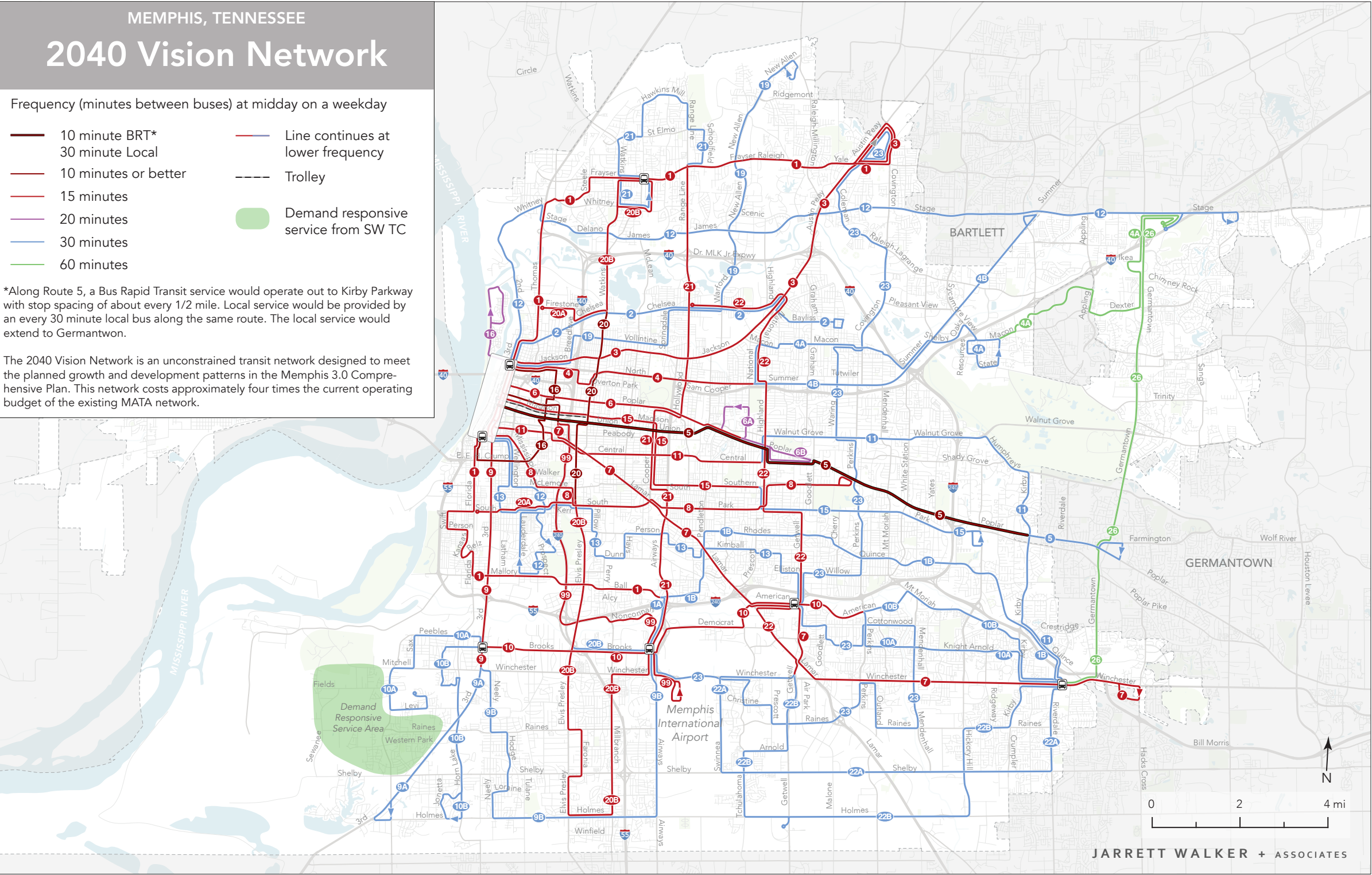
The 2040 Long-Term Network is designed to respond to the city's growth and land use plans, in order to improve transit in the areas most suited to cost-effective and high-rider-ship service and to improve service across areas most of the city.

This network will require about 4 times as much service as the existing MATA network, using 1,200,000 hours of service per year (rather than the 320,000 service hours required to operate the existing network). It will also require an expanded fleet of vehicles, additional staff, improved bus stops, and other infrastructure.

One of the key features of this network is its frequent grid (shown in red and maroon in the map at right). It allows someone to go from anywhere to anywhere on the grid, with a single fast transfer. In the 2040 Vision the frequent grid has been expanded across much more of the city. Additional frequent routes are added on numerous east-west corridors such as Frayser/Raleigh, Jackson Avenue, Summer Avenue, and Central Avenue. In addition a new north-south frequent crosstown route along the National/Highland/Getwell corridor from Airways Transit Center north to the Jackson Avenue corridor is added to improve access across the city.

With an expanded frequent grid, MATA can offer freedom and mobility to large numbers of people without needing to provide everyone with a one-seat-ride to the places they care about.

Figure 6: 2040 Transit Vision



2

How did we get here?

How did we get here?

Thus far, there have been two phases of public involvement in the Memphis 3.0 Transit Vision process.

In Phase 1, in the fall of 2017, Innovate Memphis, the City and consulting team presented people with abstract choices and trade-offs, and received people’s general guidance in response. During Phase 1, input was collected through nearly 1,000 responses to a web and paper survey of the general public and riders and through a Stakeholder Advisory Committee.

In Phase 2, from November 2017 through February 2018, the team presented people with four different, detailed Network Concepts for Memphis, and received people’s responses to the specific trade-offs and ideas shown in those Concepts. During Phase 2, input was collected through 1,200 responses to a web and paper survey of the general public and riders.

Input received during both of these phases was used, in early 2018, to develop this Short-Term Recommended Network.

Choices Report and Phase 1 Input

The Choices Report provided a lot of background on the existing system and then asked some key questions about what Memphians value about transit. These questions were posed to the general public in our Phase 1 Survey.

Walking vs. waiting

In any transit network, there is a basic trade-off between walking farther to service, or waiting longer for service.

A transit agency can concentrate its service into fewer, more frequent routes...but they will be spaced farther apart. Or it can spread its service out into more routes, that are closer together...but then they run infrequently. Within a fixed budget, the basic math of transit forces a trade-off between offering shorter waits and offering shorter walks.

When asked how they would like to see this trade-off made, Memphis stakeholders and members of the general public tended to support shorter waits and longer walks.

Takeaway

65% of public survey respondents and 71% of stakeholders mostly or definitely preferred shorter waits.

HOW DID WE GET HERE?

Figure 7: Most survey respondents preferred less waiting to less walking

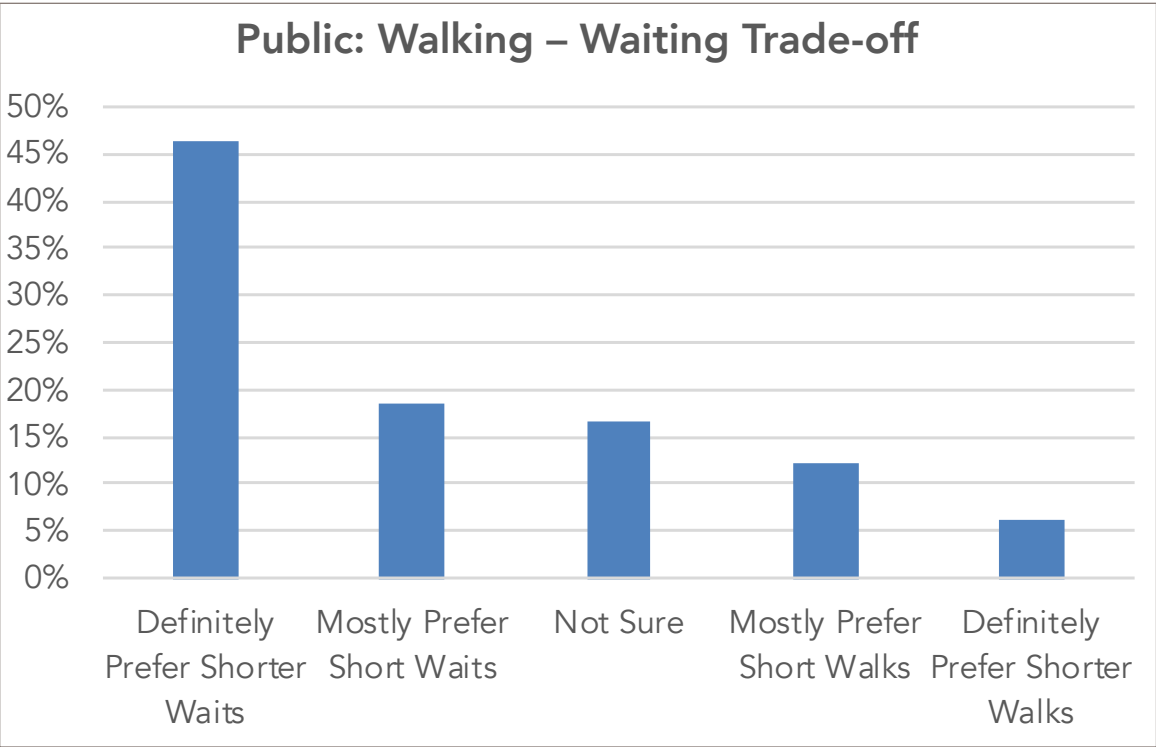
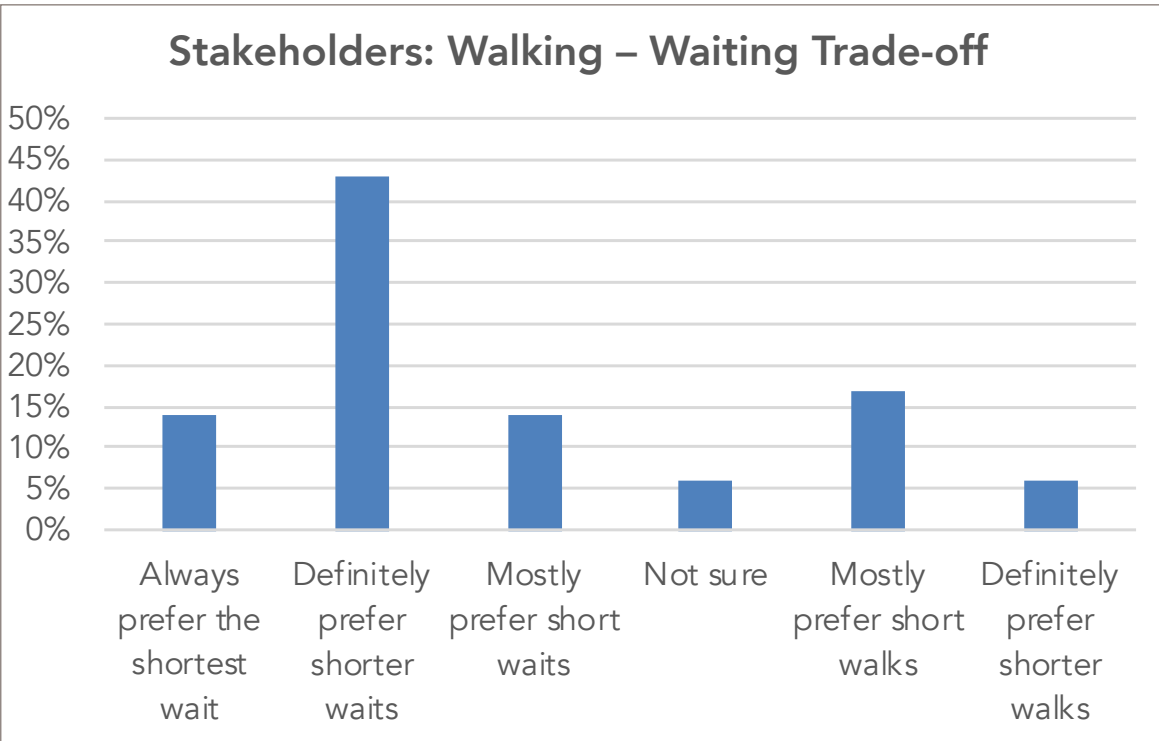


Figure 8: Most stakeholders preferred shorter waits even if it meant longer walks to transit



How did we get here?

Maximizing ridership vs. maximizing coverage

The trade-off between walking and waiting can also be described as a trade-off between maximizing ridership and maximizing coverage.

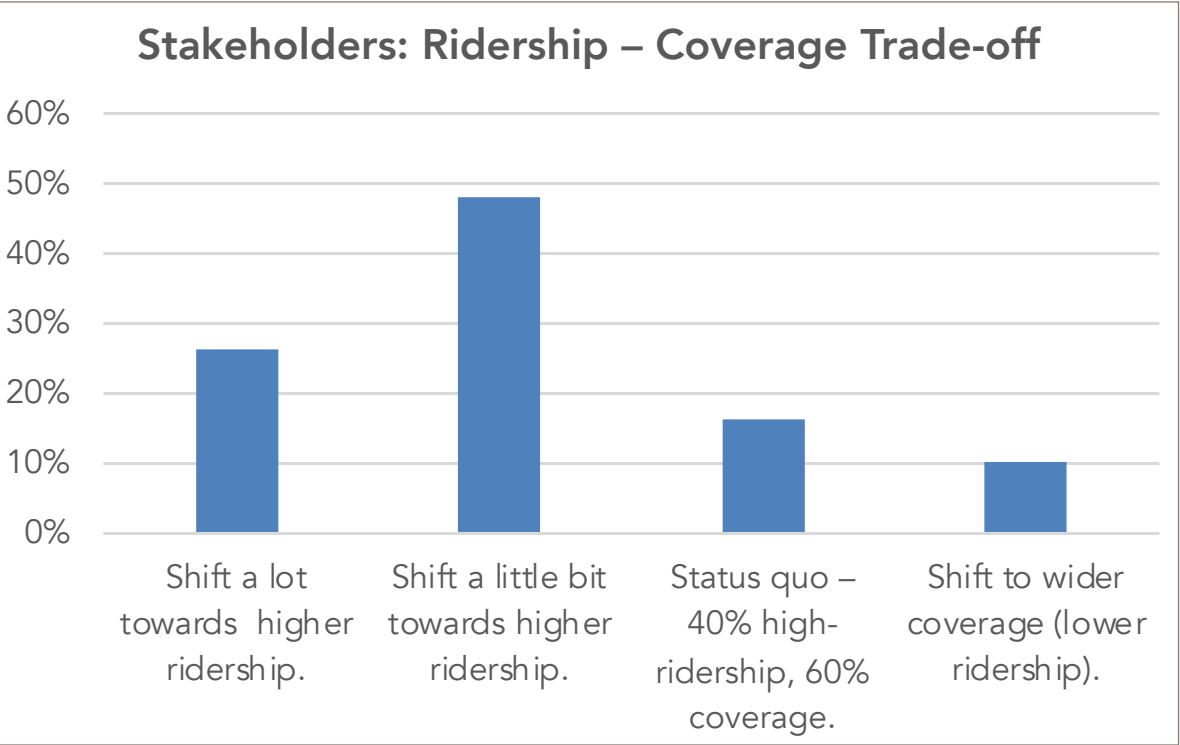
When transit agencies concentrate their service into fewer, but more frequent, routes, it nearly always leads to higher ridership. In addition, when transit agencies focus their service on the places and corridors where there are the most people and jobs, higher ridership is the typical result. Yet, within a fixed budget, this means less service can be spread out to cover everyone.

This trade-off between maximizing ridership (and frequency) and maximizing coverage was presented to people during the first phase of public input, in the *Choices Report* and in surveys.

Today, the City of Memphis and MATA spend about 40 percent of its budget pursuing high ridership, and 60 percent providing coverage in places where high ridership is not a reasonable expectation. The Stakeholder Committee was asked whether this was the right balance. Their responses are shown below. In general, most Stakeholder Committee members wanted to shift toward a higher ridership system.

In surveys of the public, the responses were less clear. Many people responded that they weren't sure. Slightly more people responded by saying they preferred or strongly preferred a high ridership system.

Figure 9: Stakeholders generally preferred a shift toward ridership and away from coverage



What do Memphians want new transit resources spent on?

In Phase 1, we also asked Memphians to prioritize their top three improvements for transit service if more money for transit was found. The top priority identified by respondents was higher frequency service on weekdays. The second was covering places that don't have service today. These results suggest that survey respondents would prioritize higher frequency service when adding more dollars to the transit budget. But adding coverage is still a high priority as it outweighed adding frequency in the evenings or on weekends.

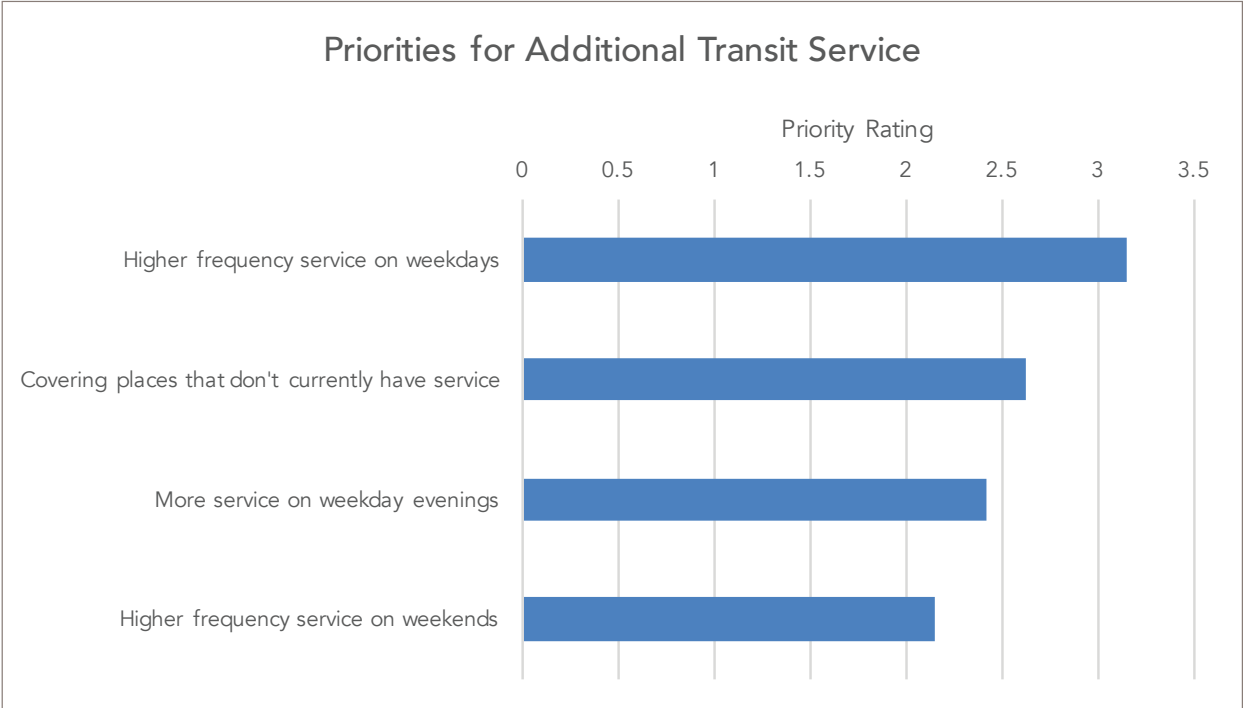
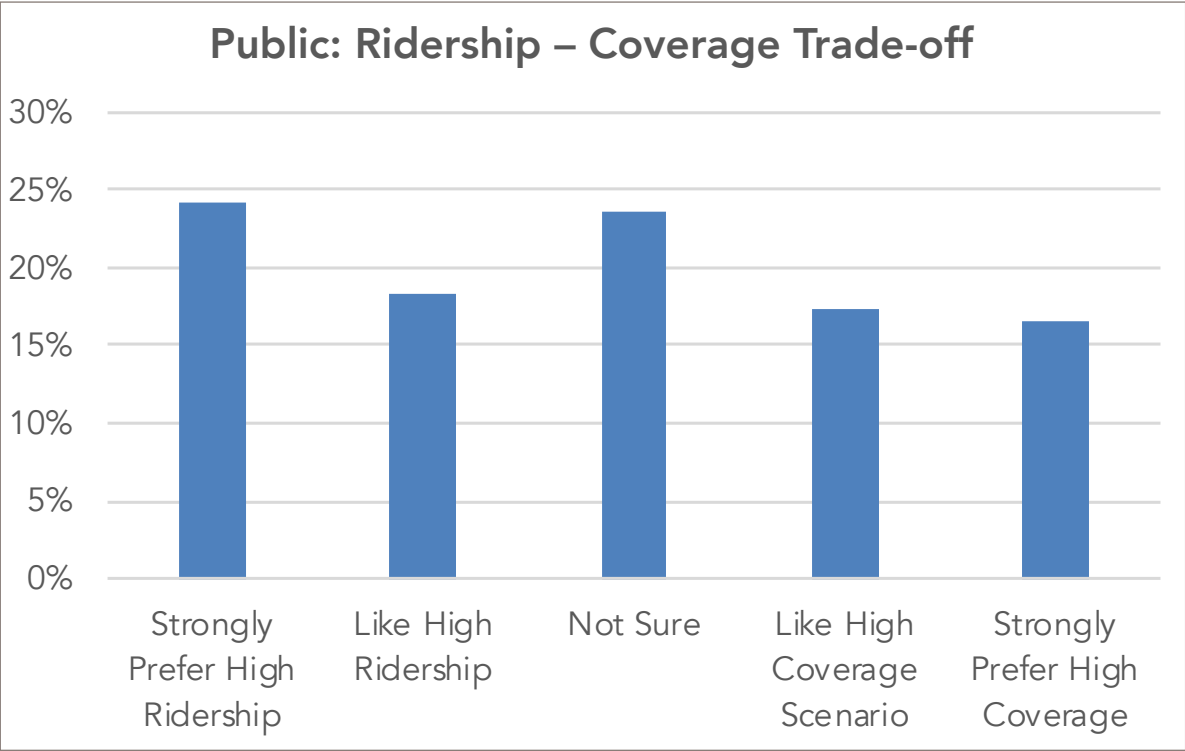


Figure 11: Public survey respondents rated higher frequency on weekdays as the top priority for new investment

Figure 10: Many respondents were unsure about the Ridership – Coverage trade-off in Phase 1



How did we get here?

Concepts

In order to help people understand key trade-offs and develop confident opinions, the consulting team created four different “Network Concepts.”

These four Concepts illustrated two separable choices, as illustrated in the square below:

- How should Memphis balance ridership and coverage goals? (And, relatedly, how should walking and waiting be traded-off?)
- How much should Memphis invest in transit service.

Understanding that everyone’s preference would be for higher frequency *and* wider geographic coverage, both are simply not possible within the existing budget. And even with additional funding, having more frequency means that the ability to expand coverage is limited.

The existing budget is already being used effectively by the agency to deliver existing levels of frequency and coverage. There are no significant “inefficiencies” or “low-hanging fruit” that would allow MATA to meet such demands with existing resources. So any higher frequencies or coverage of new neighborhoods would have to come at the expense of service elsewhere, unless additional funding was provided for transit.

There were two concepts that assumed the existing level of transit funding:

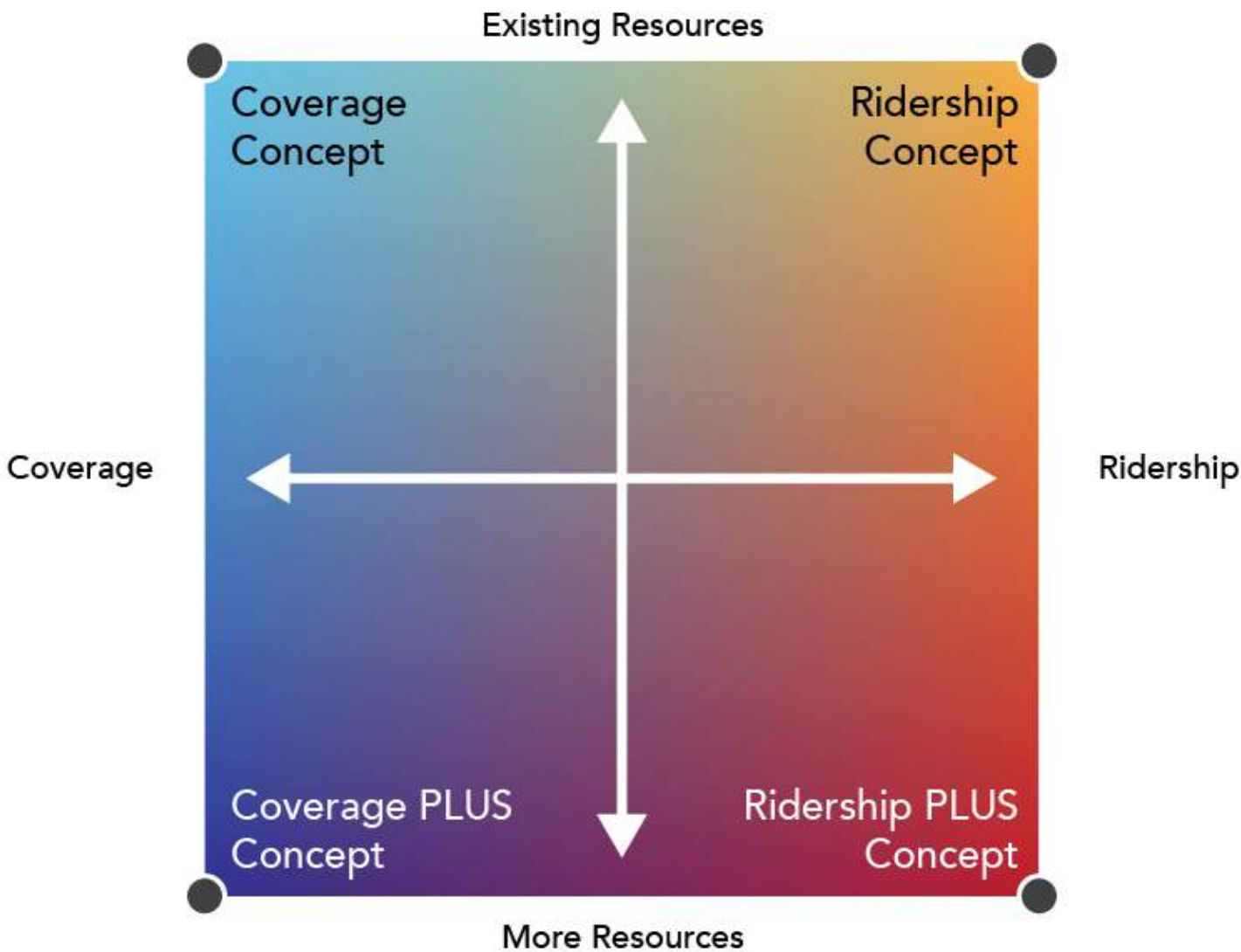
- **Coverage Concept** - 40% Ridership, 60% Coverage: This concept is very similar to the existing system and matches the current way that resources are split between ridership and coverage.
- **Ridership Concept** - 80% Ridership, 20% Coverage: This is the most extreme change from the current network, with the highest ridership potential (without additional funding) but also the greatest reduction in low-ridership coverage services.

There were two concepts that assume additional funding for transit:

- **Coverage PLUS Concept** - 50% Ridership, 50% Coverage: This concept is similar to the existing system in its balance between ridership and coverage. With more resources, both coverage and frequency can be improved, with more focus on coverage.
- **Ridership PLUS Concept** - 80% Ridership, 20% Coverage: With more funding and a ridership focus, this concept shows how more frequency can provide better and faster connections within the core of Memphis, while maintaining coverage in less dense areas.

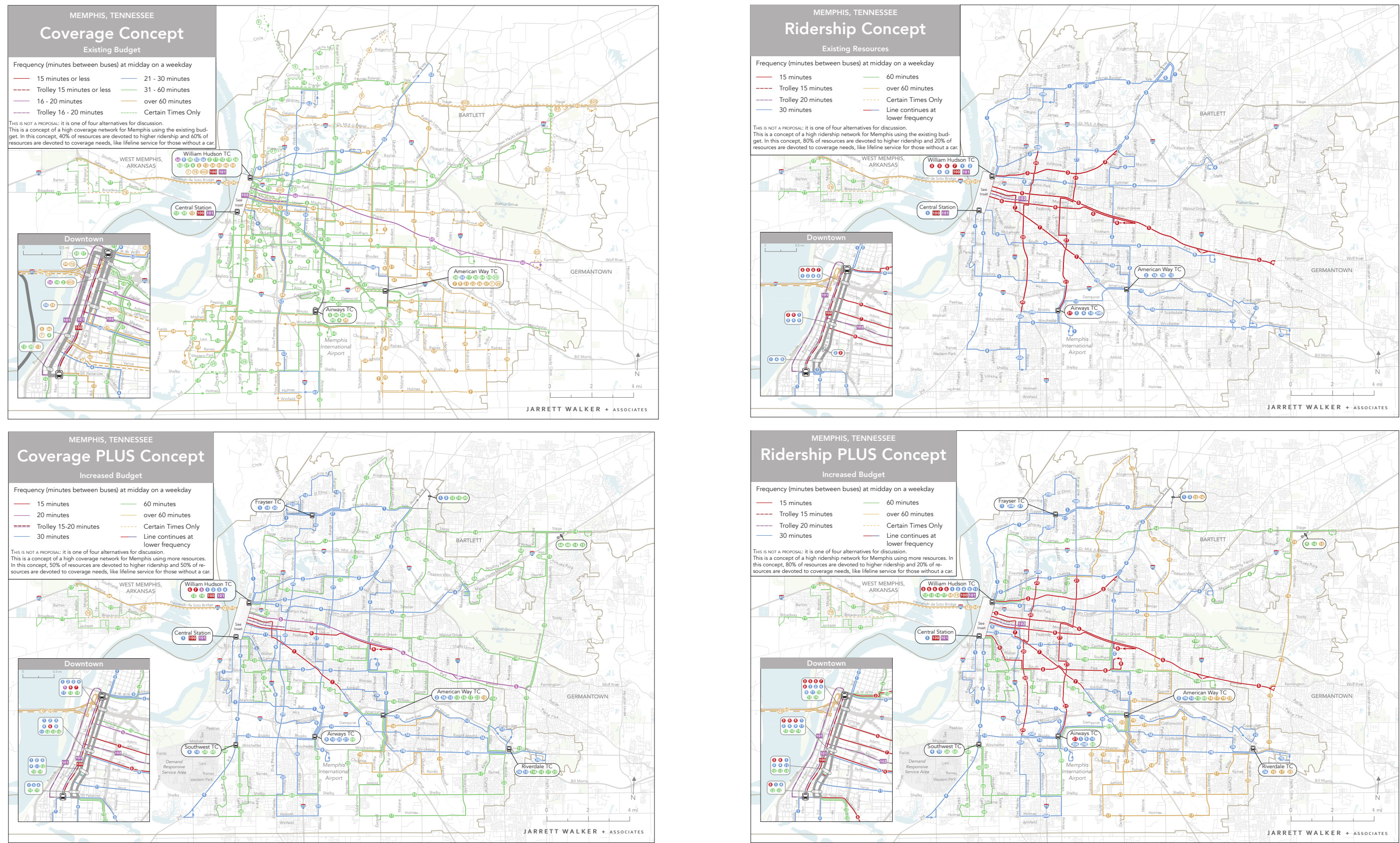
Maps of the Concepts are shown on the following page. For more detailed maps and analysis of how each concept would serve Memphis, see the *Concepts Report* at www.memphis3point0.com/transit.

Figure 12: Decision space showing where the four concepts are in the realm of choices for the Memphis transit network



How did we get here?

Figure 13: Maps of the four network concepts



How did we get here?

Response to Concepts

Ridership and Coverage, No Additional Funding

When presenting these concepts to the public and stakeholders, we asked them to respond first to whether they preferred the Coverage or Ridership Concepts and their responses are shown at the right.

When comparing the concepts with no additional funding, the general public responses were strongly split between the ends of the spectrum. The “definitely like the Ridership Concept best” answer received the highest response at about 41%. The “definitely like the Coverage Concept best” response received the second highest response at 27%. The median point of the responses is about the mid-point between the Ridership and Coverage Concepts.

Stakeholders tended to respond more in the middle. A plurality of stakeholders said they’d prefer a balance of 60% ridership and 40% coverage when comparing concepts with no additional funding. Slightly more stakeholders responded toward the coverage end, either at 40% or 50% ridership, as indicated by the slightly higher bars on the left side of the graph. Fewer stakeholders responded toward the ridership end, at 70% or 80% ridership, as indicated by the shorter bars on the right side of the graph. The median point of opinion from stakeholders was about 60% ridership.

Takeaway

Stakeholder and public responses indicate a willingness to shift to 60% Ridership and 40% Coverage, if there was no additional funding for transit.

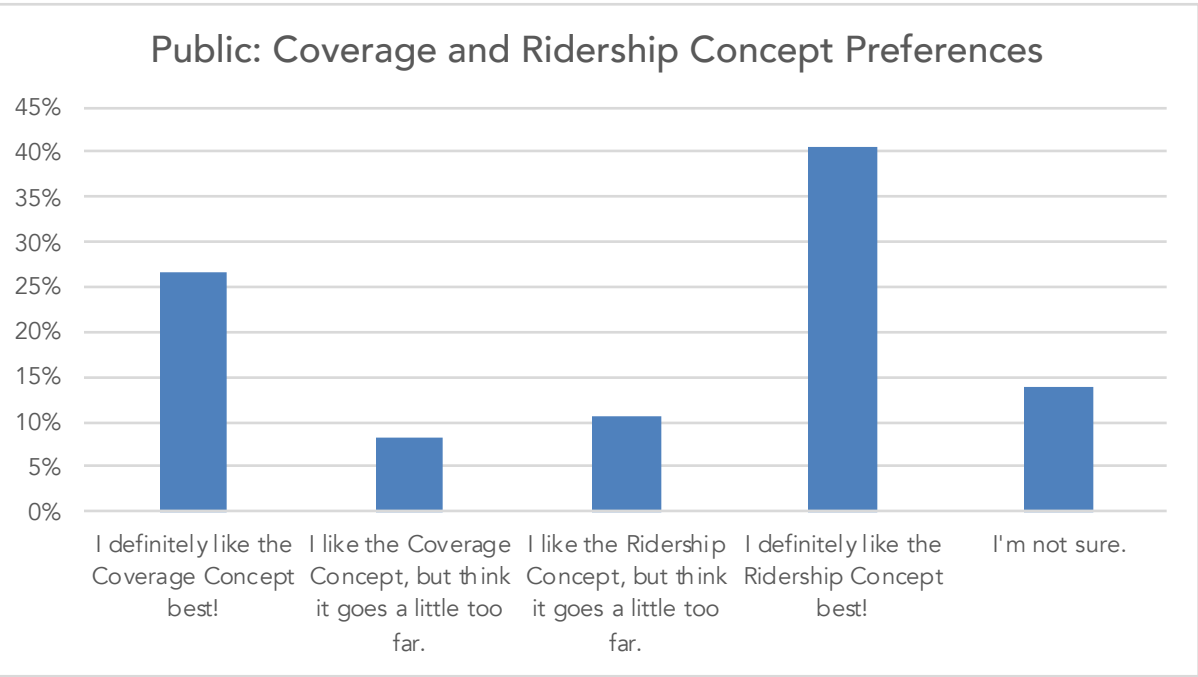


Figure 14: Public respondents diverged significantly on the Coverage and Ridership Concepts

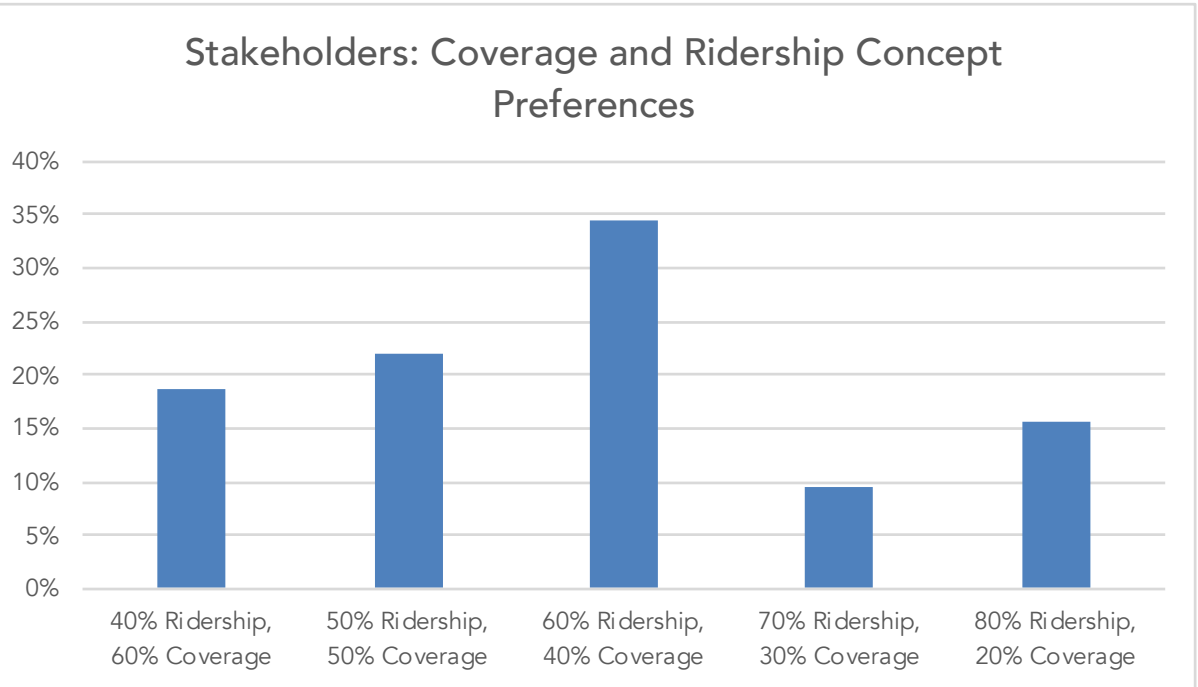


Figure 15: Stakeholder responses tended to be in the middle of the Coverage-Ridership Concepts

How did we get here?

Ridership PLUS and Coverage PLUS, With Additional Funding

When presenting these PLUS concepts (which assume an additional \$45 million per year for transit service) to the public and stakeholders, we asked them to respond to whether they preferred the Coverage PLUS or Ridership PLUS Concepts and their responses are shown at the right.

The general public responses were strongly toward the ridership end of the spectrum, with the “definitely like the Ridership PLUS Concept best” answer getting the highest response at 48%. The “definitely like the Coverage PLUS Concept best” response received the second highest responses, but only 23% of respondents chose that answer. The median point of the responses is closer to the Ridership PLUS Concept, at about 70% ridership focus and 30% coverage focus.

Stakeholders tended to diverge more in their responses to the PLUS Concepts. When we asked Stakeholders the same question we identified the percentage of resources that would go toward ridership goals and coverage goals in each concept and the answers in between.

Stakeholders split evenly at 25% of stakeholders wanting the Coverage PLUS Concept (50% ridership/50% coverage) and 25% of stakeholders wanting the Ridership PLUS Concept (80% ridership/20% coverage)

Almost a third of stakeholders wanted something in between the two concepts, with about 16% saying they would split resources at 60% ridership/40% coverage and another 16% saying they wanted to split resource at 70%/30%. About 12% said they wanted even more ridership focus, with resources split at 90% ridership/10% coverage. And 6% said they wanted to keep today’s split at 40% ridership/60% coverage.

Thus, stakeholders had a wide range of opinion on this question of how to invest if more funding were available. The median point of opinion, however, was about 70% of resources toward ridership and 30% toward coverage, which is similar to the median point of the public responses.

Takeaway

Stakeholder and public responses indicate a willingness to shift to 70% Ridership and 30% Coverage, if there was additional funding for transit.

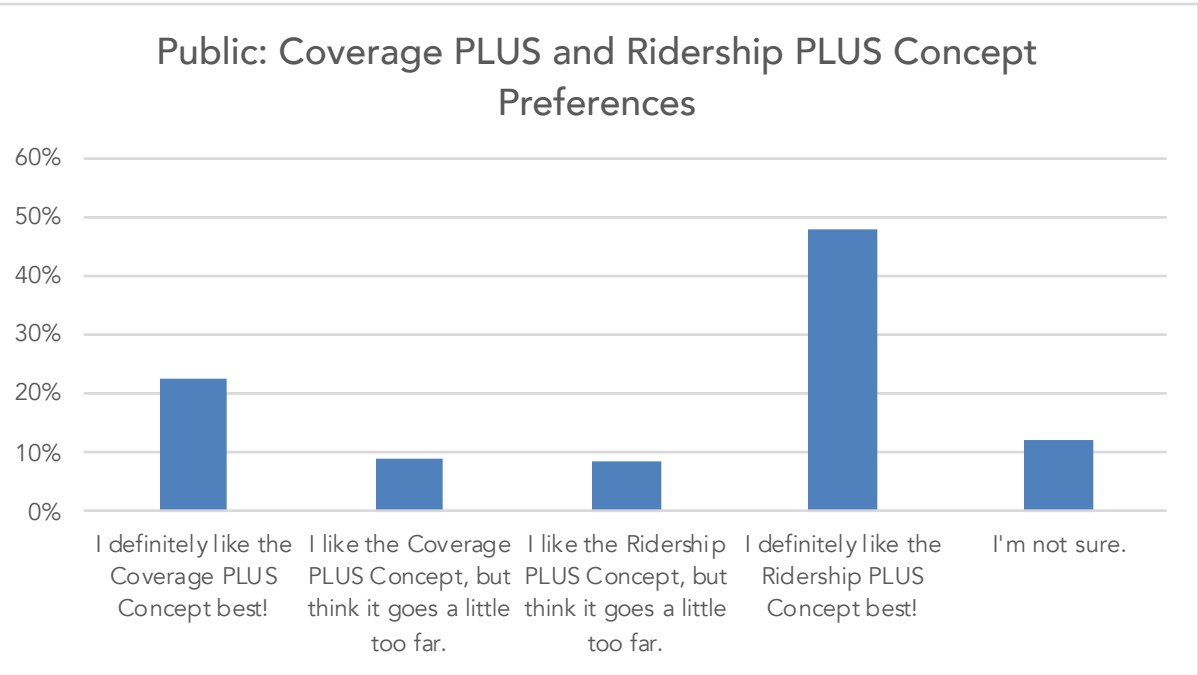


Figure 16: Public respondents strongly favored the Ridership PLUS Concept

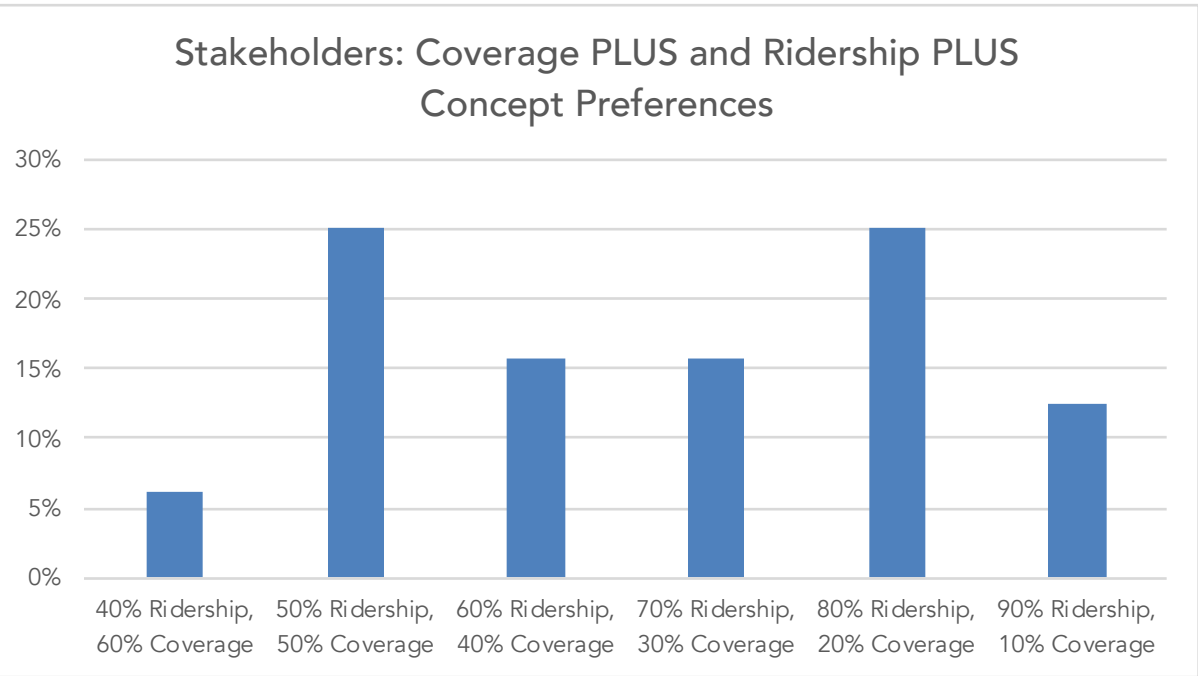


Figure 17: Stakeholders were more divided in the response to the Coverage PLUS and Ridership PLUS Concepts

How did we get here?

Additional funding for transit

We also asked about the willingness of people to pay for more transit service. The additional funding concepts assumed that an additional \$35 million per year would be provided for transit operations and \$10 million for transit capital needs. This funding level was chosen based on consultation with City, MATA and Innovate Memphis staff.

Therefore a key question to the public and stakeholders was, are you willing to pay enough to provide additional transit service? This question was asked in the following form:

“The Coverage PLUS and Ridership PLUS Concepts would both require additional funding for transit. That funding would have to come from some kind of local tax or revenue source. Thinking about your own preferences, how much on average per month would you be willing to pay for more transit service?”

The charts to the right show the responses from the public and from stakeholders. Nearly 80% of public respondents were willing to pay more to invest in transit service. The median response would equal about \$6-7 more per month to support transit.

If a sales tax source were the main revenue source to support expanded transit, a 0.5% sales tax would cost the average Memphis household about \$6-7 per month. And the total tax revenue would be sufficient to support an investment of about \$40 million per year.

Policy Direction

Based on the public and stakeholder input, the City, Innovate Memphis, and MATA staff worked with City leadership to determine the most appropriate policy direction for the Short-Term Recommended Network. The team decided to follow the general path of the public and stakeholder input and recommend a 70% Ridership/30% Coverage resource split with the assumption that an additional \$30 million per year would be invested in transit service. Of that \$30 million, we have assumed that \$4 million on average would go to capital improvements like new buses and improved shelters, while \$26 million per year would go to operating transit service. The exact balance between capital and operating would vary by year and depend on bus replacement and new bus needs.

Takeaway

Nearly 80% of public respondents were willing to pay more to invest in transit service.

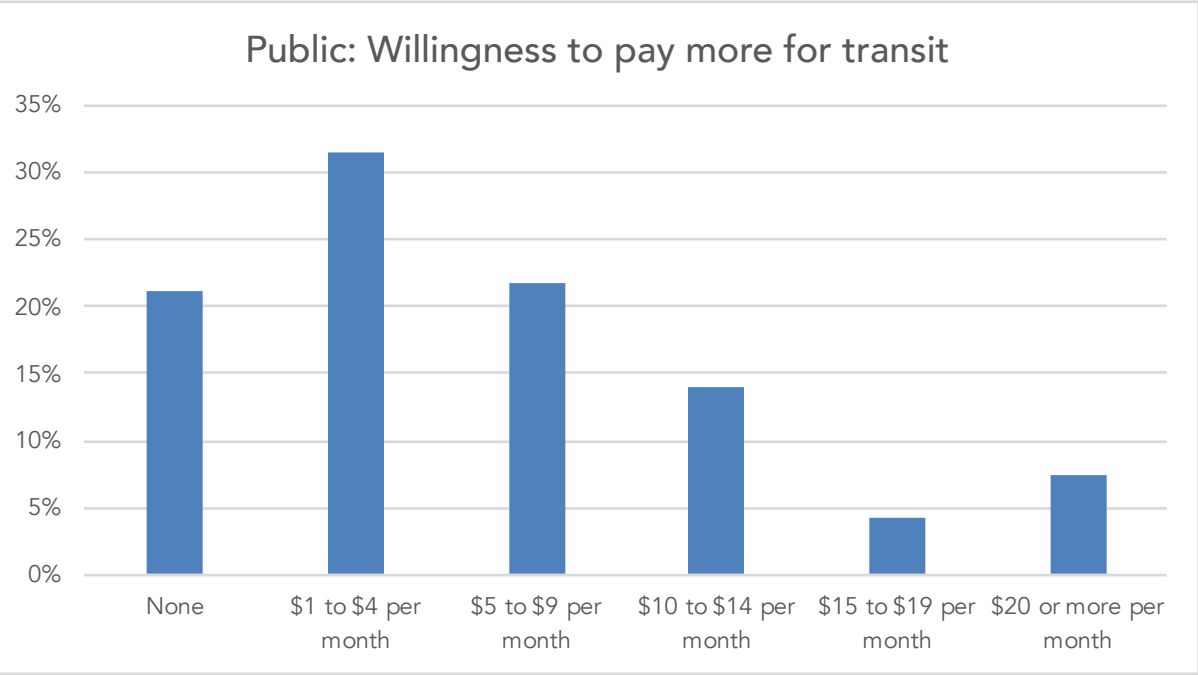


Figure 18: Nearly 80% of public survey respondents were willing to pay more to support transit investment

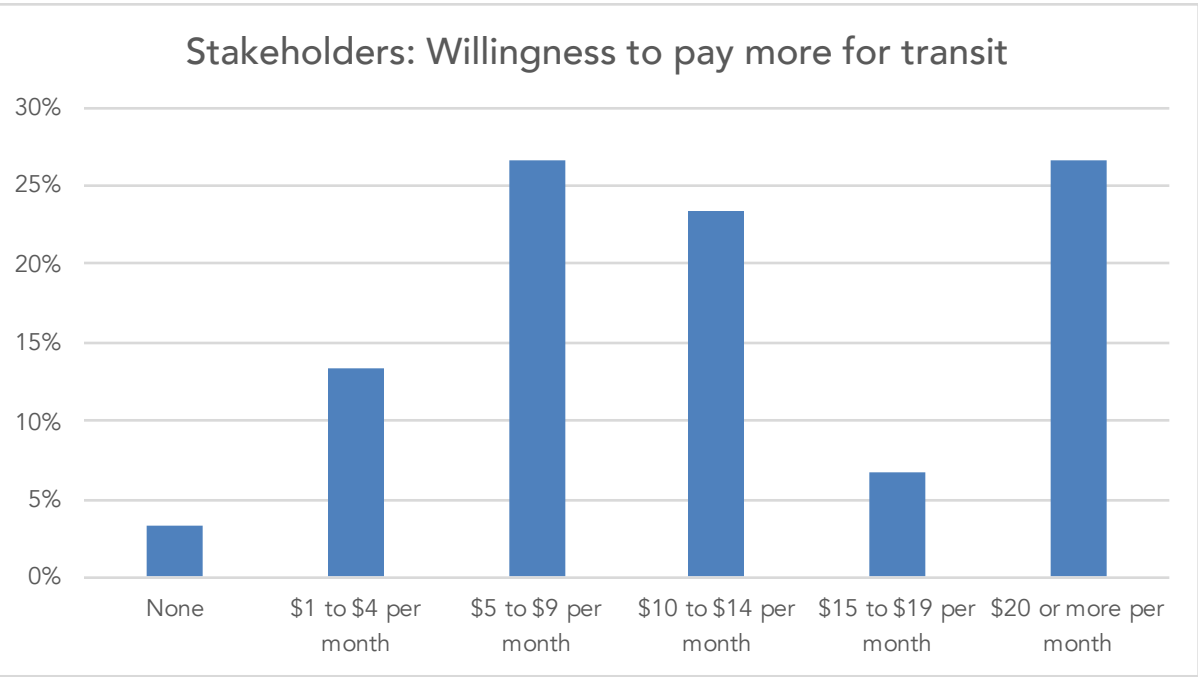


Figure 19: Nearly all stakeholders were willing to pay more to support more transit service

How did we get here?

Response to Recommended Network

When asked about the Draft Recommended Network, most survey respondents said the network would be better for them. This pattern of response is similar across all five questions about how people react to the Recommended Network. Large majorities of people agree that the network will be better for them, for people they know, for their neighborhood, and the city as a whole; and help them use transit for more trips.

When looked at by race, income, age, and the history of riding transit, nearly all subgroups had a net positive reaction to the Recommended Network. The only exception were people over 65 years old, where 40% of respondents agreed that the network would be good for the city and 40% disagreed, while 19% weren't sure. This age group had the smallest sample size (only 48 respondents) and therefore the results for this subgroup are less reliable.

Since the Recommended Network requires a major investment in service, we also asked if respondents were willing to support the additional cost of new and improved transit service. Overall 77% of respondents are willing to pay something for improved transit services. Of all respondents, 32% would be willing to pay \$1 to \$3 dollars more per month, 20% would be willing to pay \$4 to \$6 dollars per month, and 12% would be willing to pay \$7 to \$9 dollars per month. Among all respondents, 23% were unwilling to pay for improved transit services.

Given the strong positive response to the Draft Recommended Network and support for investment in it, City, MATA, and Innovate Memphis Staff decided to keep the Draft Recommended Network as the Final Short-Term Recommended Network and to develop a 2040 Vision that built on the strengths of the frequent network elements in the Short-Term Recommended Network.

Takeaway

Nearly 70% of public respondents thought the Recommended Network was better for the city and 77% were willing to pay more to invest in the Recommended Network.

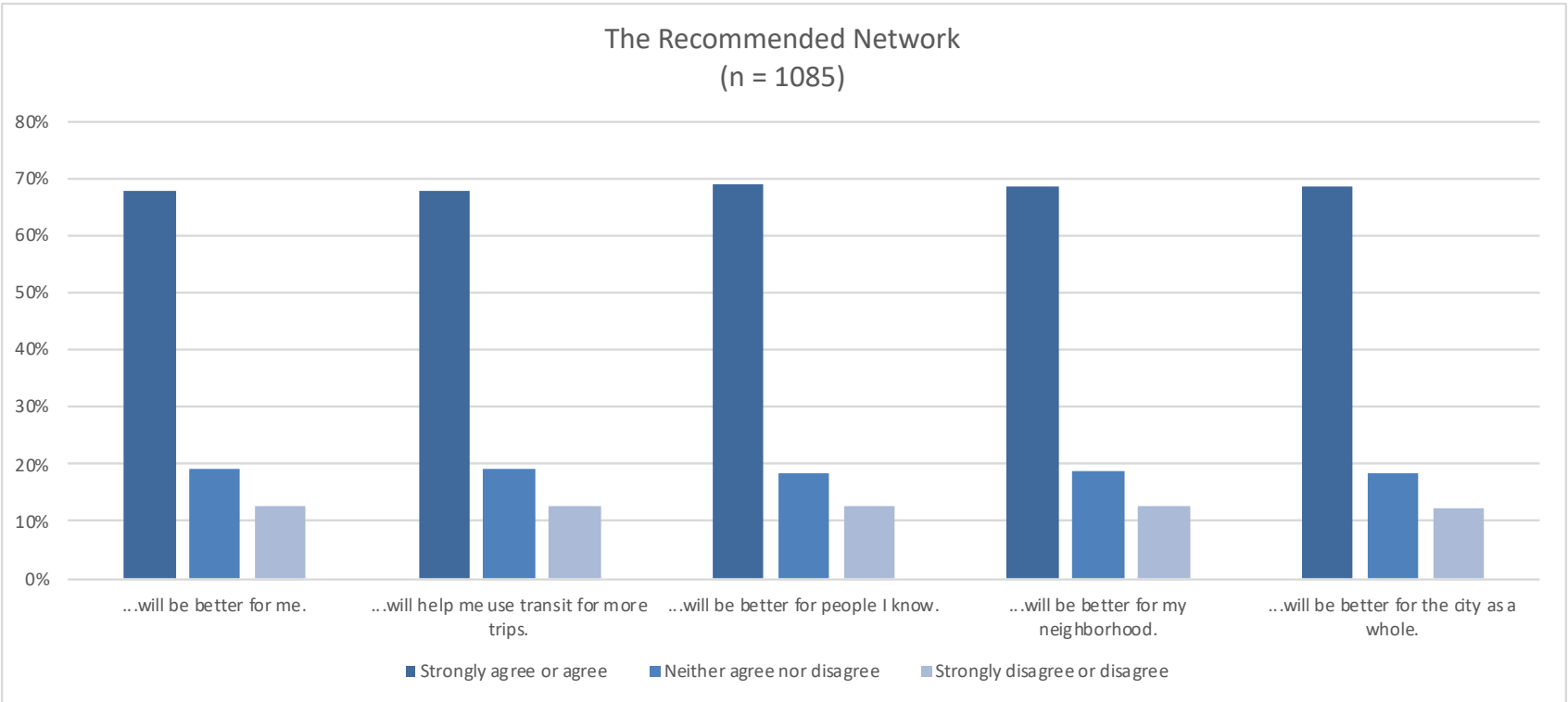


Figure 20: Among the more than 1,000 survey respondents, nearly 70% agreed that the Recommended Network would be better for the city, their neighborhood, and themselves.

Willing to pay more per month for improved transit

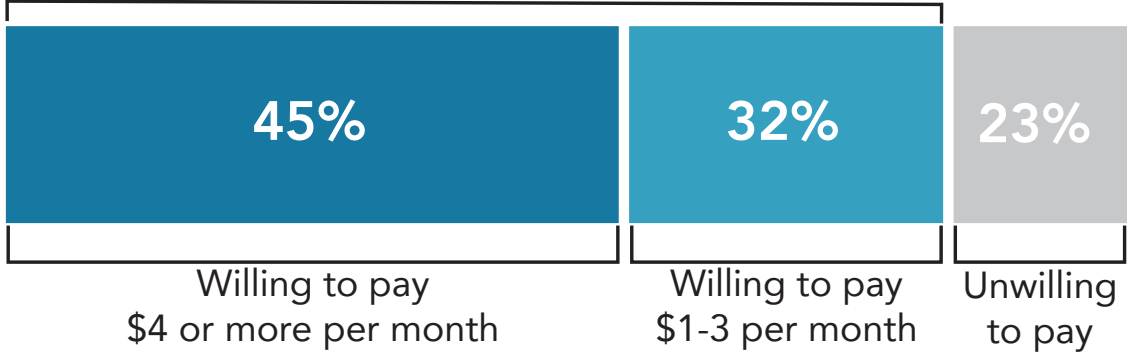


Figure 21: About 77% of respondents were willing to pay more to invest in better transit service.

3

Short-Term Recommended Network

Short-Term Recommended Network

In this chapter, we present maps of the Short-Term Recommended Network, and information about how it would operate and how well it meets different goals.

This Network was developed by a team of technical experts from the City of Memphis, Innovate Memphis, MATA, and consulting firms. The policies that guided the design of this network are based on public input on key transit choices, as described in the previous chapter.

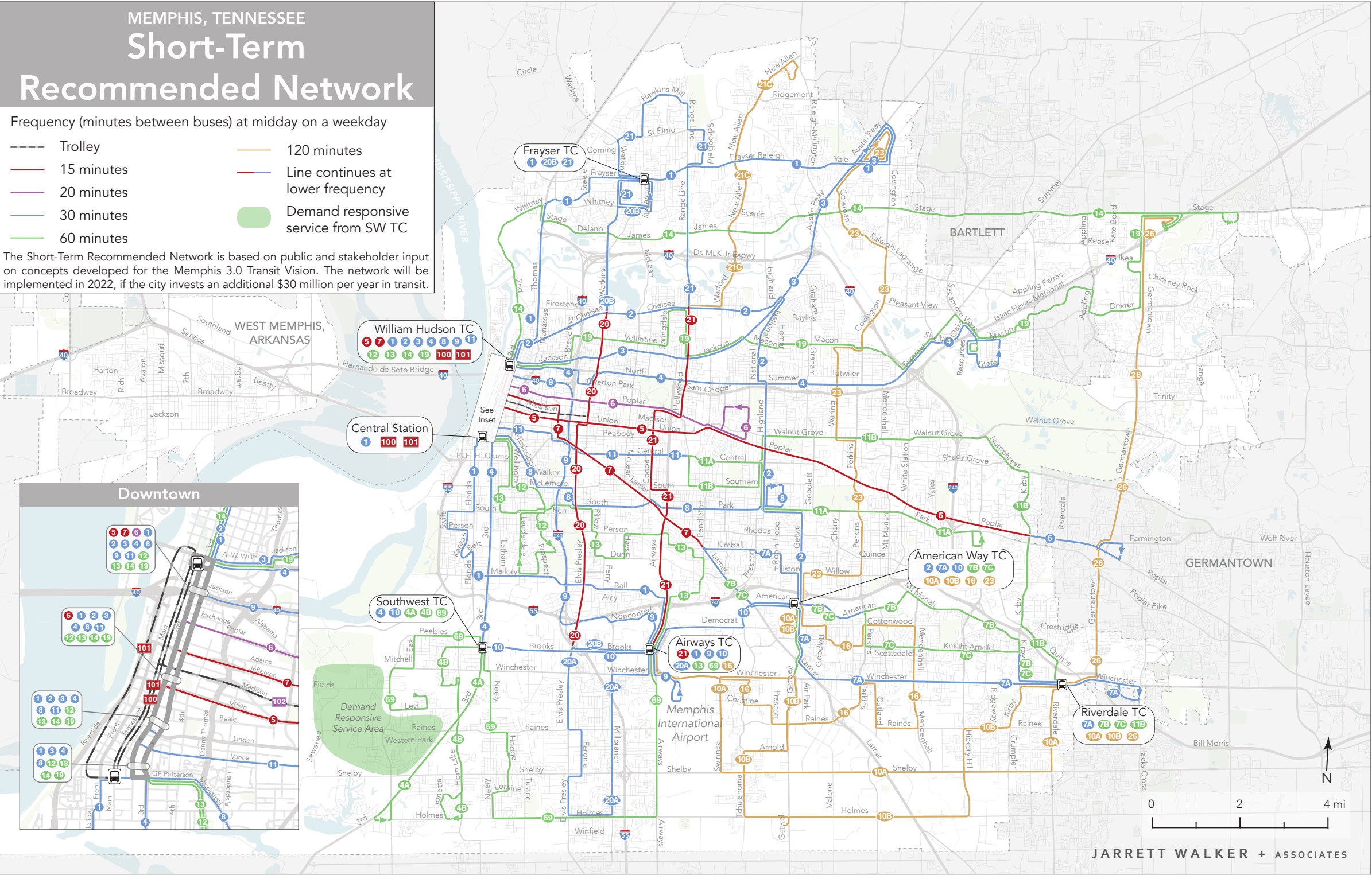
The maps on the following pages show the network at the citywide and downtown scales. The table shows the frequency of each route, and its branches, over the hours of each day and the days of each week.

Policy basis

This network is designed to fulfill a policy direction that:

- About 70% of the transit budget in the City of Memphis should be spent on maximizing ridership.
- The remaining 30% should be spent covering those places where transit service is valued, even if ridership relative to cost is low.
- The City, either through a ballot measure or other method, will invest an additional \$30 million per year in transit service.

Figure 22: Short-Term Recommended Network



Short-Term Recommended Network

Design principles

In addition to public input, certain principles of good transit design are reflected in the Short-Term Recommended Network.

Consistent route spacing

The spacing between parallel routes should be consistent across the city, to the extent that the street network allows it. However, major barriers to walking (such as uncrossable roads, or a lack of through-streets) may sometimes argue for closer or wider spacing between routes.

Directness

Routes are designed to be as direct as possible between major activity centers.

Consistent frequencies

Routes will have consistent headways, or frequencies. This means that the number of minutes between arriving buses will be consistent for long periods of the day.

Whenever possible, routes will have “clockface” frequencies that divide evenly into an hour: every 10, 15, 20, 30 or 60 minutes. A bus that comes every half hour will arrive predictably, at approximately 7:02 am, 7:32 am, 8:02 am, 8:32 am, and so on.

Consistent pulsing

Consistent frequencies will also help provide consistent pulsing. A transfer between low-frequency routes can be appealing if the routes are designed to meet one another at the same time and the same place, in a recurring pattern.

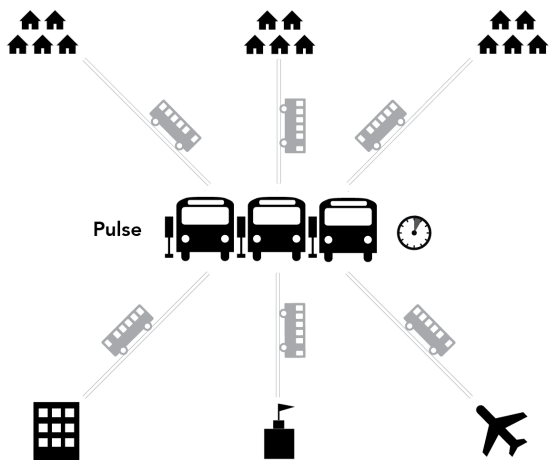


Figure 23: In a pulse, multiple low-frequency routes are scheduled to come together regularly, dwell for a few minutes so that passengers may transfer among them, and then depart again

These timed-connections, or pulses, occur when multiple buses dwell at the same location, allow a few minutes for transfers among them, and then continue on. The Recommended Network includes pulsing at the following transit centers: Hudson (Downtown), Southwest Memphis (3rd and Brooks), Airways, American Way, and Riverdale. The timed connections at Airways and American Way are critical to making easy connections between low frequency routes to major job centers in south Memphis and routes coming from central and north Memphis.

Downtown Circulation

A major assumption of the Short-Term Recommended Network is a simplification of downtown circulation. Currently all routes come to the Hudson Transit Center, which means that many routes from the north do not reach the core of downtown. Also, some routes through downtown use Front Street and others use the 2nd Street and BB King Boulevard. The Short-Term Recommended Network brings all routes through downtown on the this couplet and assumes that the City and MATA will redesign those streets to provide a dedicated bus lane and superstop amenities (bulb-outs at stops, large shelters) like in the example below from the 2016 plans by MATA for changes to downtown circulation.

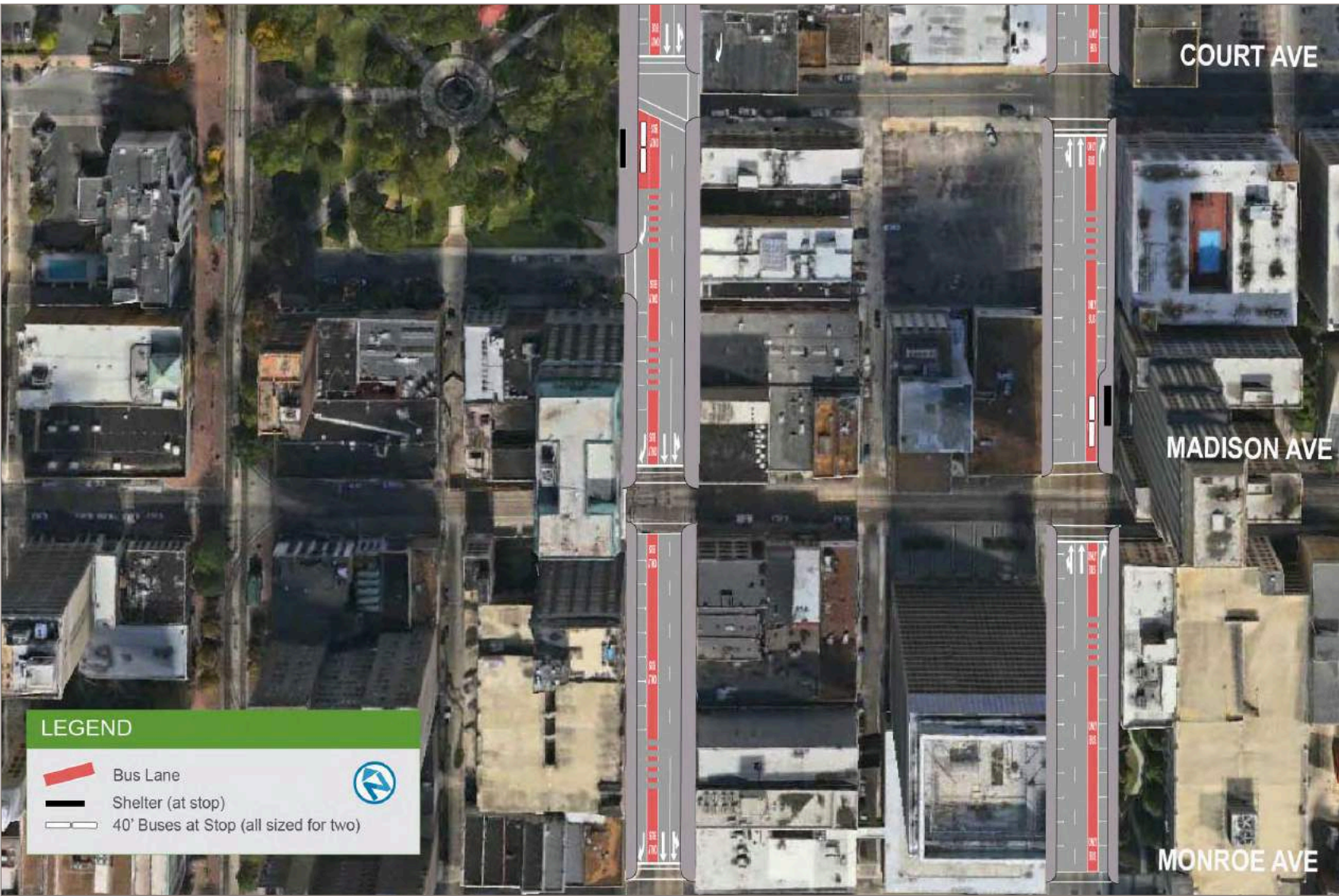


Figure 24: Example of 2nd/3rd couplet bus priority improvements

Short-Term Recommended Network

Figure 25 shows how routes would circulate through downtown. This routing and design would speed service through downtown and provide easier connections for people between routes without having to go to Hudson Transit Center. For example, someone wanting to transfer from the Florida route to the Union route could do so at BB King and Union, instead of riding to Hudson Transit Center as is necessary today.

In the Existing Network, routes that approach downtown from Martin Luther King, Jr Avenue, Vance Avenue, Fourth Street, BB King Boulevard and Florida Avenue use Front Street through downtown to reach the Hudson Transit Center. The main downside to shifting routes to 2nd and BB King Boulevard is that people who ride from routes that approach downtown from the south, like the those on Florida Street, and who want to reach destinations along Front Street would have a longer walk than they do today. This issue is most pronounced in the northbound direction where buses would travel on BB King Boulevard, which is farther from Front or Main.

There are a few alternatives to this design. One alternative is to consolidate bus service along Front Street and redesign the street to prioritize buses. This would bring all bus service through the middle of downtown, would bring routes from Union and Poplar across Main Street and minimize walking distances for accessing routes within downtown. Also, It would make it easier to connect between buses and trolleys. The primary downsides to this option include:

- Buses would take a longer route through downtown, costing more for the service.
- Front Street has less space than the 2nd Street and BB King Boulevard couplet and would require more difficult trade-offs in taking space from general traffic, parking, and loading zones.

Another alternative would be to convert 2nd Street and BB King Boulevard to two-way traffic and consolidate bus service onto 2nd Street. This would reduce the walking distance to and from destinations for northbound bus trips and it would keep all bus service on one street, instead of spreading it across two streets. The primary downside to this option is the cost of converting both streets to two-way operation, which includes significant traffic signal system redesign.

Trolley Service

The focus of the Short-Term Recommended Network is on the bus network. It was assumed in this process that the trolley network (Main Street, Riverside and Madison Avenue lines) would operate as it is planned to do once all rail service resumes.

This plan is not recommending changes to the trolley service plan at this time. Once rail service is restored on all three lines and the redesigned bus network is operational, more recent and accurate ridership data will be available. Then a study of the trolley network could be conducted to better guide the operations and design of trolley service for Memphis.

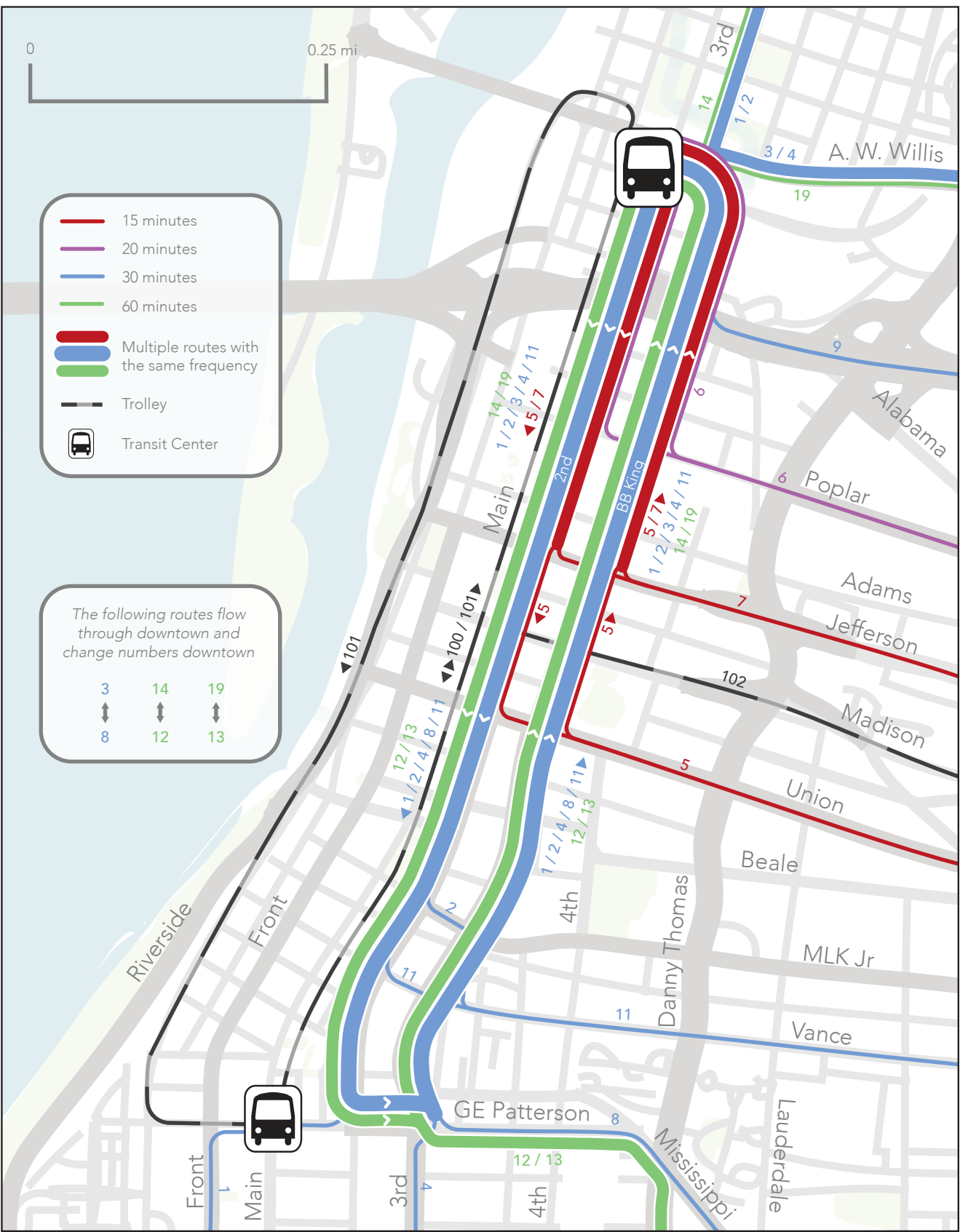


Figure 25: Downtown circulation in the Short-Term Recommended Network

Short-Term Recommended Network

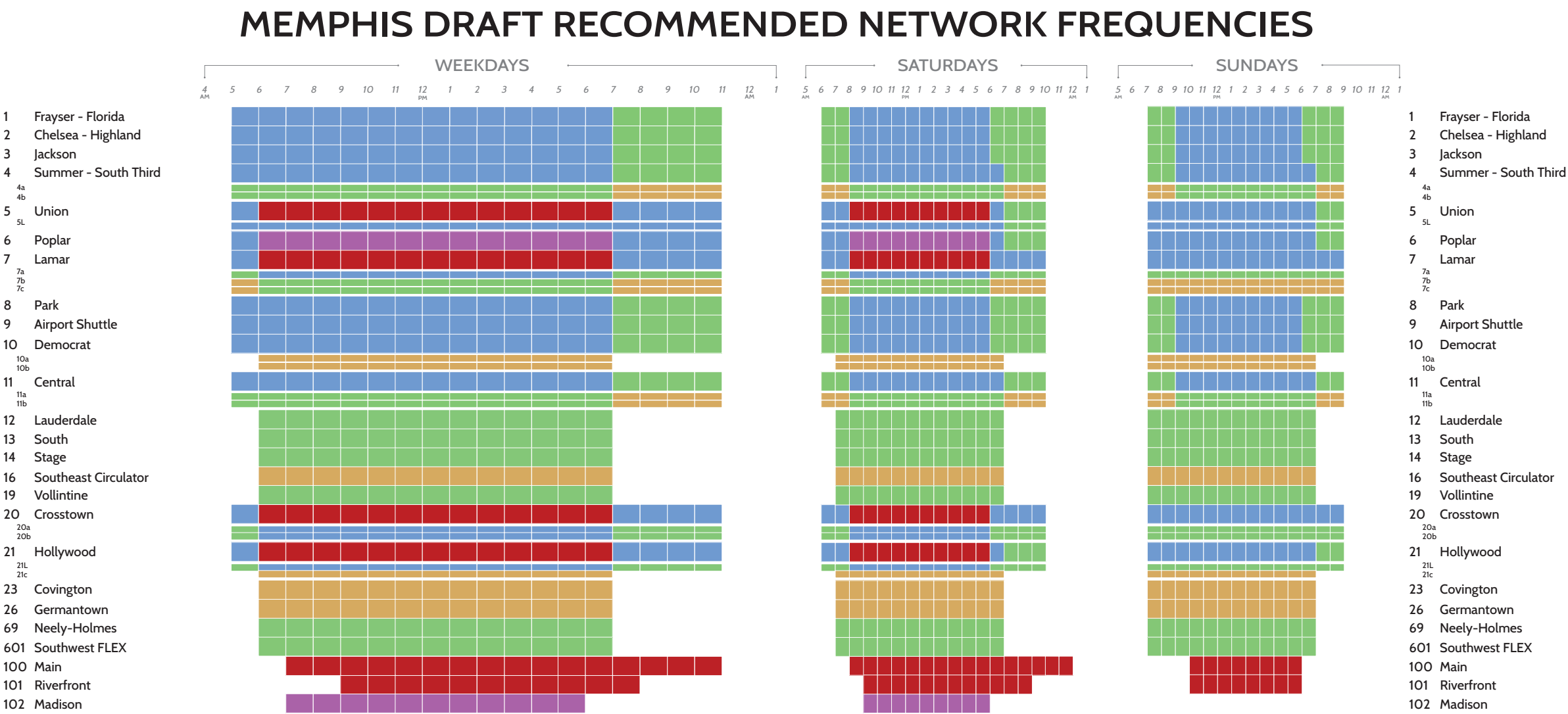
Span of Service

A key feature of the Short-Term Recommended Network is the consistency of when service is provided. The chart to the right shows the frequency of service by time of day and day of the week. Looking at this chart, one can see that the 6-Union route would have 15-minute service from 6 am to 7 pm on weekdays and 8 am to 6 pm on Saturdays.

The design of the Short-Term Recommended Network keeps all bus routes running seven days a week with 18 hours of service for most routes on weekdays, 16 hours on Saturdays and 15 on Sundays.

The Existing Network has less consistency in what time of day routes operate and far fewer routes run on Saturday and Sunday. The improvement in consistency of service across the day and days of the week would help more people find the system useful for more trips and find the system more reliable as a whole.

Figure 26: Short-Term Recommended Network Frequency and Span of Service



Takeaway

All bus routes in the Recommended Network would run on Saturday and Sunday.

JARRETT WALKER + ASSOCIATES

Data Source: GTFS feed, April 2017

Short-Term Recommended Network

Comparing Coverage

By simply comparing the maps on the previous pages, it is clear that the Recommended Network covers nearly the same area as today’s system. But that’s not the whole story of how the networks cover the city. How many residents and jobs does that geographic coverage represent and how many have access to frequent service?

The charts at right illustrate how many residents and jobs that have access to *any* service (no matter how frequent) and to *frequent* service within a half-mile under the Short-Term Recommended Network and the Existing Network.¹

The Existing Network provides any service within 1/2 mile of about 80 percent of residents. The Recommended Network expands this to nearly 85 percent. Only about 12,000 people (3 percent of the population) have access to frequent service in the Existing Network. The Recommended Network brings frequent service to 79,000 more people, so that 14 percent of residents are near frequent service.

Job accessibility shows a similar pattern. The Existing Network provides any service near 69 percent of jobs, while the Recommended Network reaches 71 percent of jobs. Only about 36,000 jobs (6 percent of all jobs) are near frequent service in the Existing Network. The Recommended Network provides frequent service near an additional 103,000 jobs, reaching a total of 24 percent of jobs in the city with frequent service.

Access to frequent service is a good estimate of potential ridership. While frequency alone is not enough to cause high ridership, frequency deployed along direct routes, in places that are dense, walkable and proximate to one other, does tend to lead to high ridership and lower operating costs, and thus to high productivity.

Takeaway

The Recommended Network brings an additional 79,000 people and 103,000 jobs within 1/2 mile of frequent transit.

¹ Data limitations requires that this analysis is done using the air distance (also called “as the crow flies” distance) to estimate the people and jobs near transit. We know this is imperfect and that it often corresponds to longer walks in areas with more disconnected street networks.

Figure 27: Chart of Residents with Access to Transit

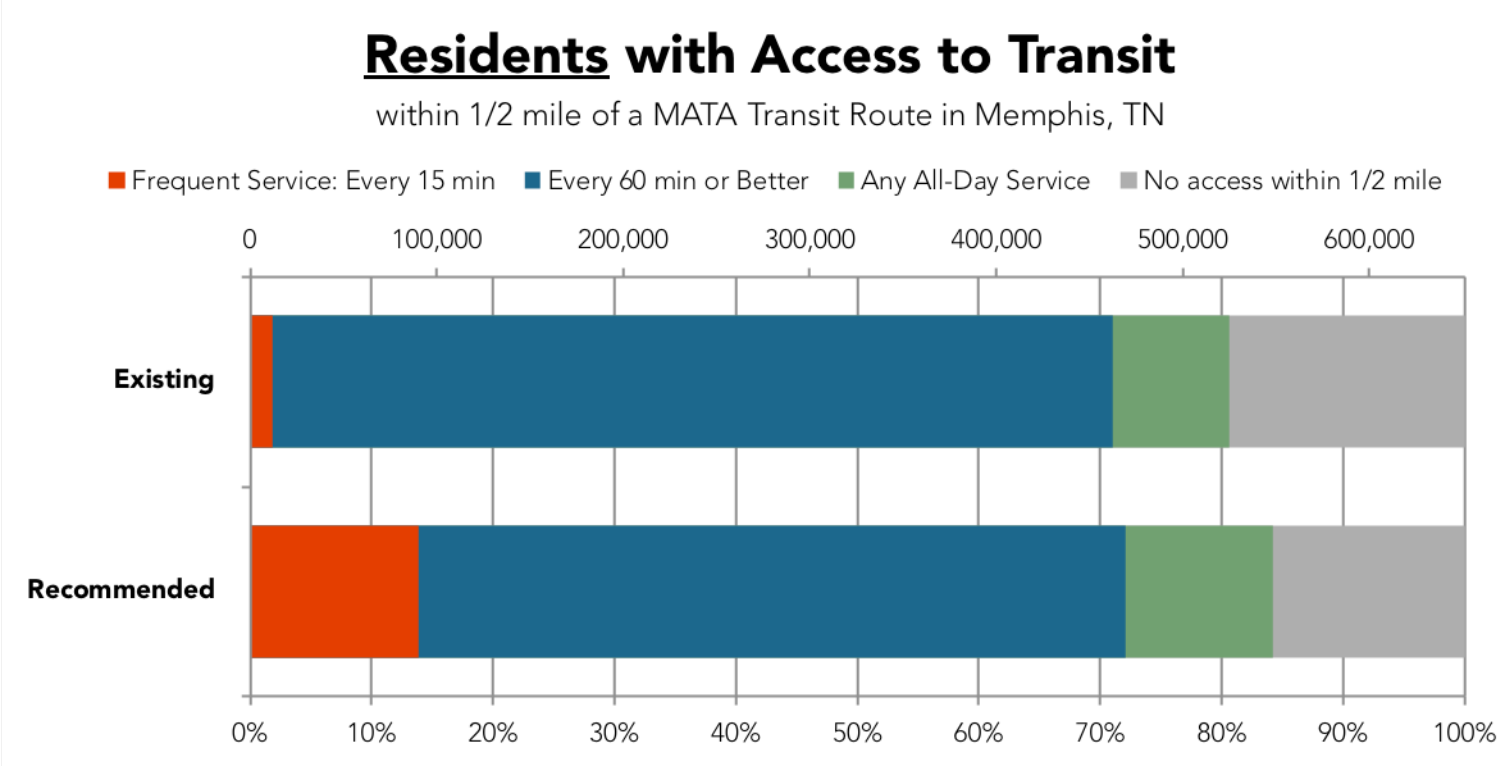
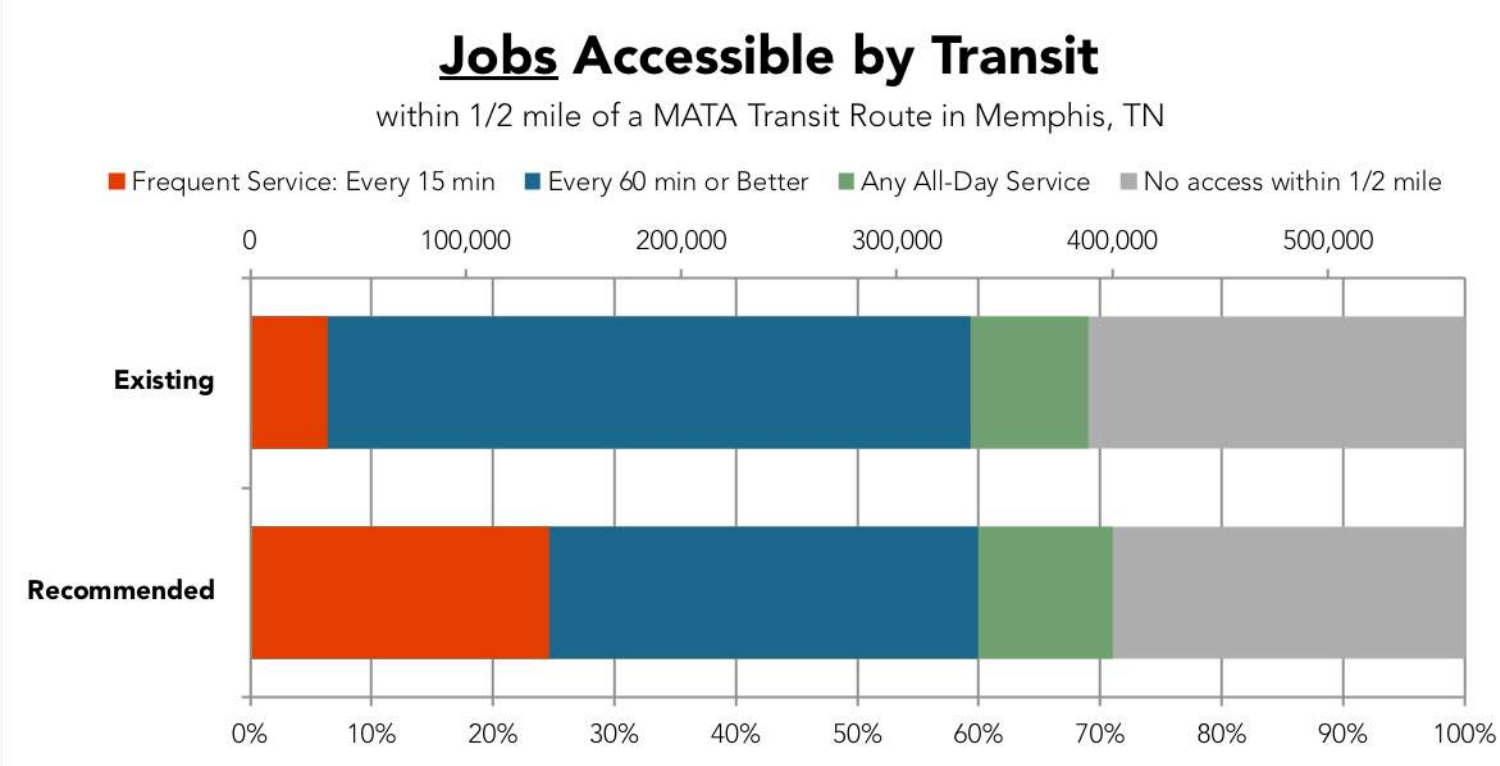


Figure 28: Chart of Jobs with Access to Transit



Short-Term Recommended Network

Coverage for Communities of Concern

For transit agencies, how a change in service affects racial and ethnic minorities and low-income people is of special concern, in part because of Federal Civil Rights statues like Title VI. The charts to the right show how minority and low-income residents are covered by the Existing and Short-Term Recommended Networks.

Similar to the effect on all residents, the Recommended Network increases access to transit service for both minority and low-income residents. And the Recommended Network significantly increases the percentage of minority and low-income residents who have access to frequent transit service.

Today, only about 8,000 minority residents are near frequent service with the Existing Network. The Recommended Network expands this by 50,000 people to bring frequent service to 12% of minority residents.

Similarly, only about 4,000 low-income residents are near frequent service with the Existing Network. The Recommended Network expands this by 34,000 people to bring frequent service to 15% of low-income residents.

Takeaway

The Recommended Network brings frequent service close to an additional 50,000 minority residents and 34,000 low-income residents.

Figure 29: Chart of Minority Residents with Access to Transit

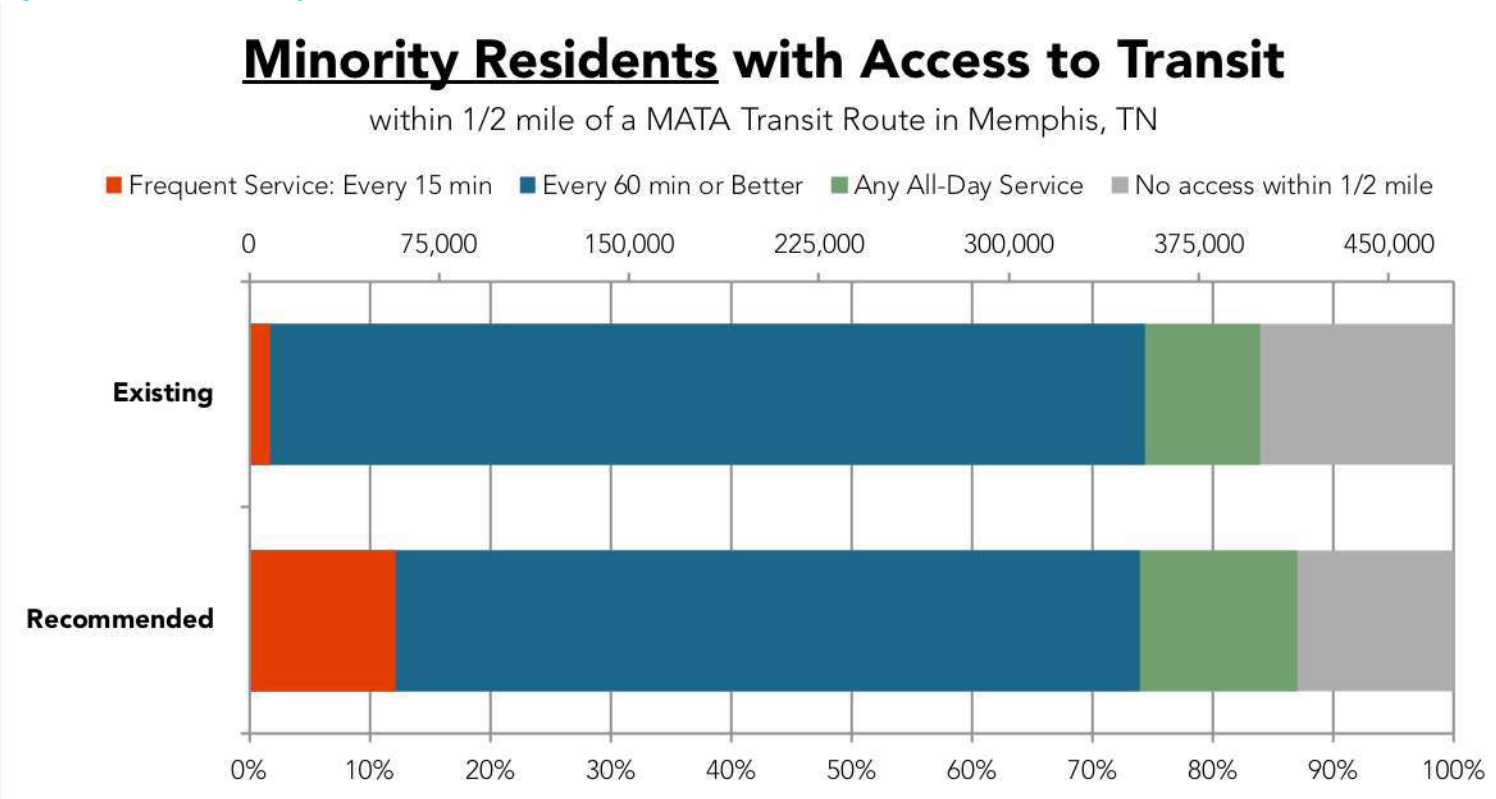
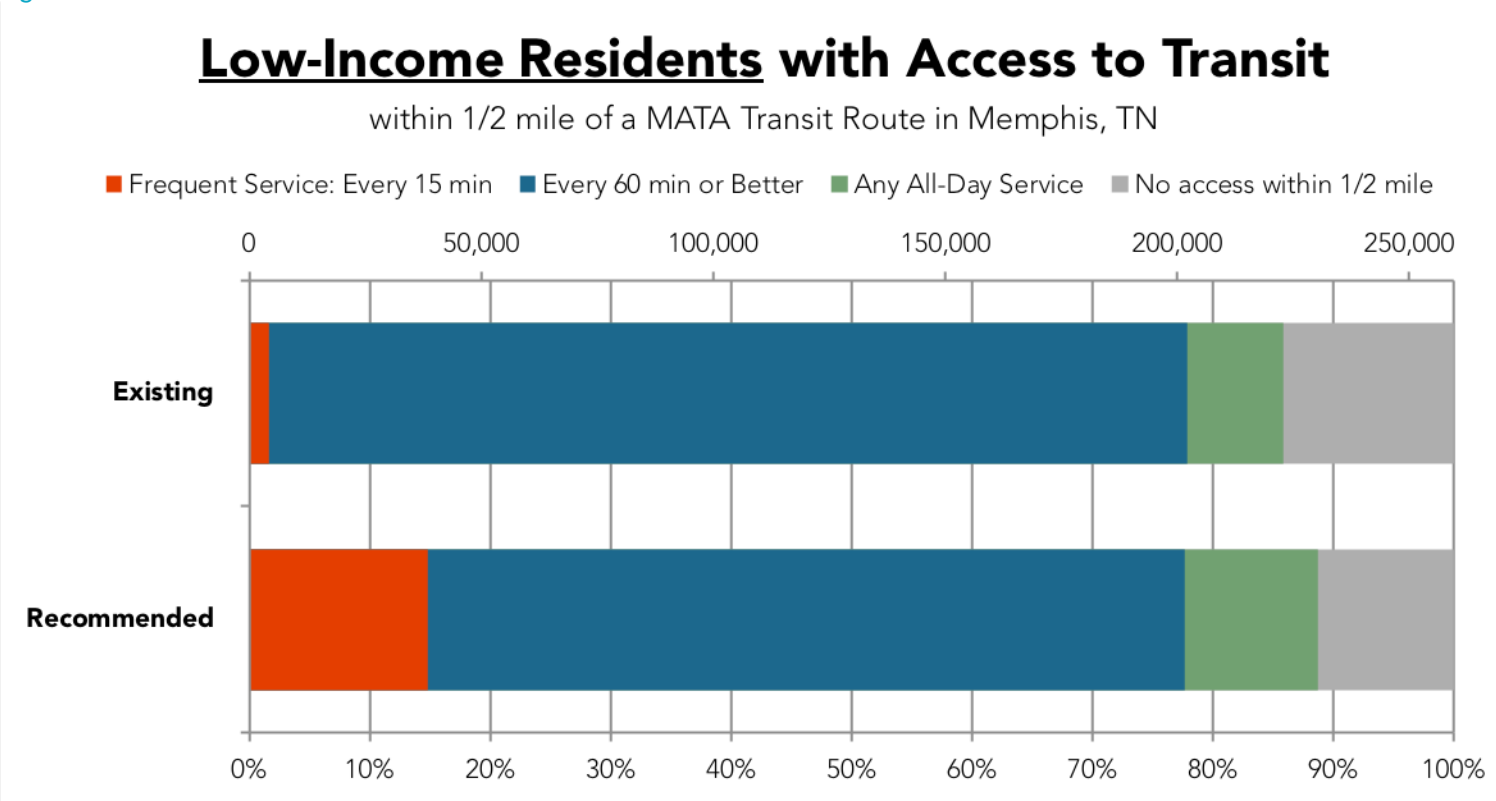


Figure 30: Chart of Low-Income Residents with Access to Transit



Short-Term Recommended Network

Liberty and Opportunity

The Short-Term Recommended Network increases the number of people and jobs that have access to high frequency service, meaning that people near these routes or connecting to these routes have much shorter waits for service.

High frequency services, especially in a grid pattern where many connections are possible, maximize the range of useful destinations that can be reached quickly, for the maximum possible number of people.

For a person to choose transit over other modes, transit must provide a reasonable travel time to reach their destination. It stands to reason that when transit offers access to more destinations within a shorter travel time, to more people, it will attract higher ridership.

We can visualize this change in travel times and access, and compare concepts to one another using this measure. We have analyzed, for several locations around Memphis, what places can be reached in a fixed amount of time. Maps of this information are called “isochrones.”

In the example isochrone in Figure 31, you will see a figure (we call her Jane) placed at a key location in Memphis, and a series of maps. Those maps show where you could travel, in a fixed amount of time, by walking and riding transit. The example in Figure 32 shows how far Jane could travel from downtown in the Existing and Recommended Networks in 30, 45, 60 minutes. More importantly, it tells you how many more people and jobs she could reach with the Recommended Network. In total, there are 15 isochrone examples in Chapter 5, showing how the Recommended Network changes access for many different parts of the city.

We sometimes refer to these as maps of liberty and opportunity because that’s what they are. If someone chooses to rely on transit, they will be constrained by where transit can readily take them, and will experience the blobs in these images as walls around where they can go and what they can do. For someone to choose to rely on transit, and especially for them to decide to not own a car or to share a car among others, these blobs have to contain enough of the places that make people’s lives complete: jobs, education, shopping, services, social opportunities, and so on.

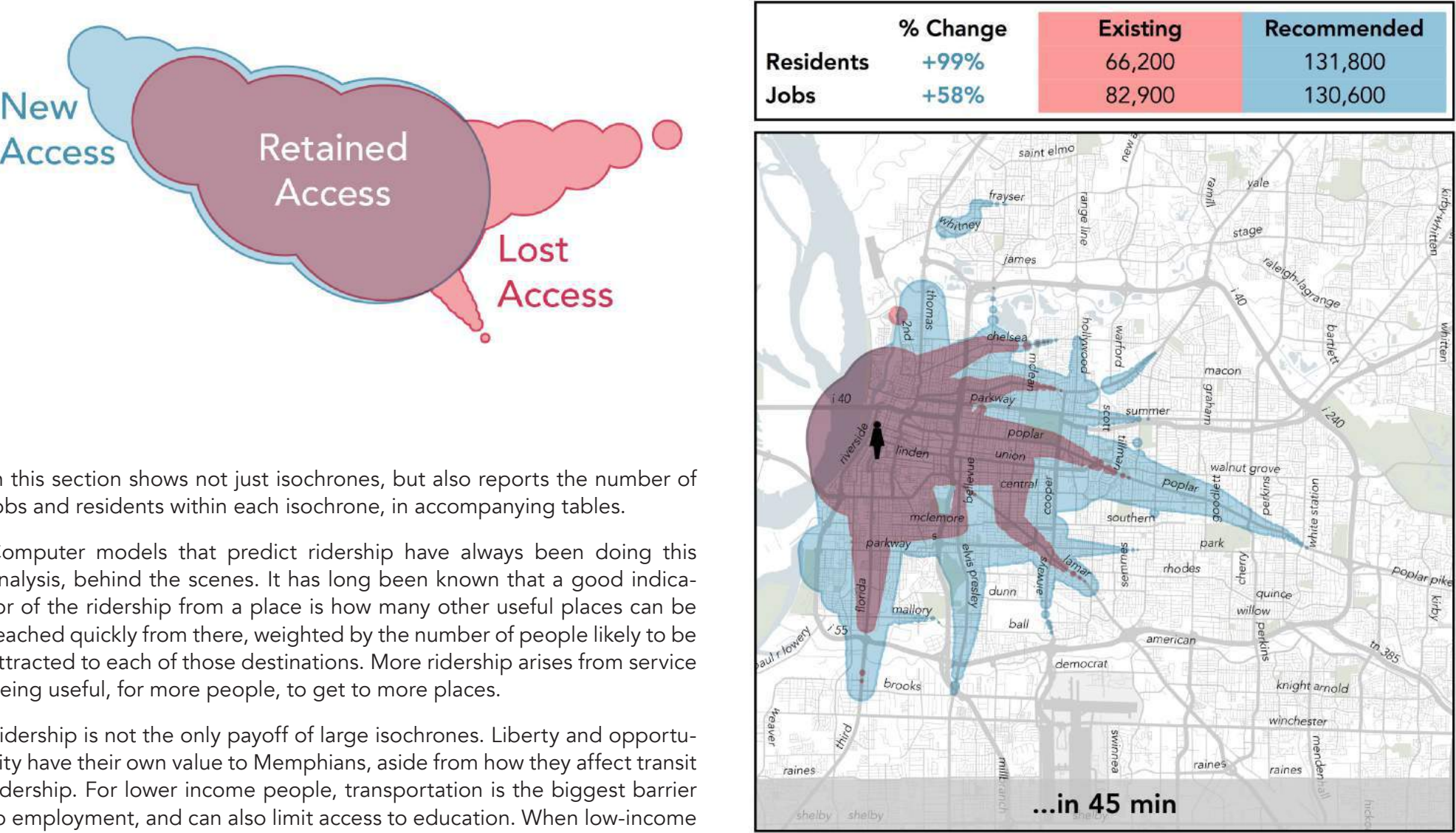
You can use this tool to think about access in the reverse, as well. For a work site or store at the selected point, the blobs show who could readily get there, the employees it can attract, and the customers who might visit.

Of course, the real measure of usefulness is not just how much geographic area we can reach, but how many useful destinations we can access within that space. All geographically accurate maps tend to emphasize land area, when what really matters is population and activity. That’s why each page

Figure 31: Example of Isochrone Maps and Diagram

How far can I travel from Downtown?

Riders can reach more jobs and residents in the Recommended Plan than in the Existing Network (traveling by transit at noon on weekdays).



in this section shows not just isochrones, but also reports the number of jobs and residents within each isochrone, in accompanying tables.

Computer models that predict ridership have always been doing this analysis, behind the scenes. It has long been known that a good indicator of the ridership from a place is how many other useful places can be reached quickly from there, weighted by the number of people likely to be attracted to each of those destinations. More ridership arises from service being useful, for more people, to get to more places.

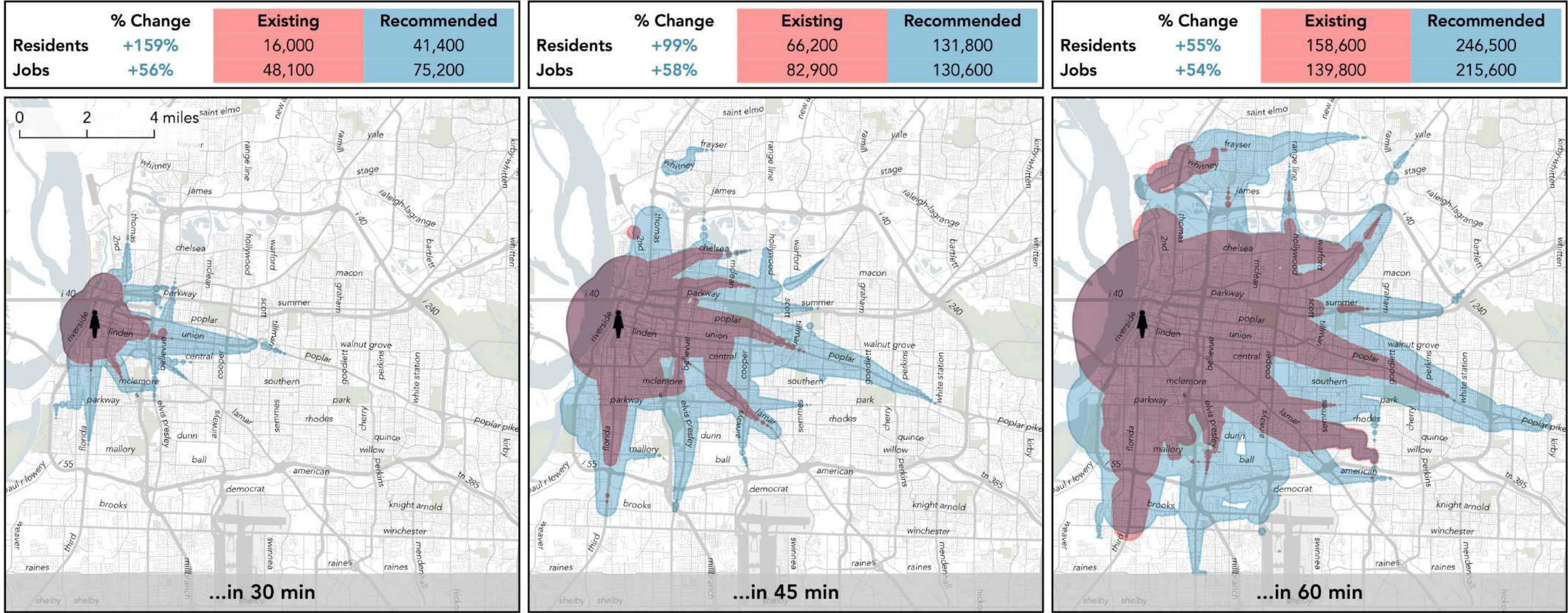
Ridership is not the only payoff of large isochrones. Liberty and opportunity have their own value to Memphians, aside from how they affect transit ridership. For lower income people, transportation is the biggest barrier to employment, and can also limit access to education. When low-income people are able to get to more places in less time, it means they have more choices in their lives, and in that sense, more freedom.

Short-Term Recommended Network

Figure 32: Job and Resident Access to and from downtown increases significantly with the Recommended Network

How far can I travel from Downtown?

Riders can reach more jobs and residents in the Recommended Plan than in the Existing Network (traveling by transit at noon on weekdays).



Short-Term Recommended Network

Access to Jobs

A key measure of the usefulness of transit is how it connects people to employment. Job access is an indicator of both the work opportunities that can be reached by transit, and the businesses and services customers or clients could choose to travel to.

The chart below shows how much the Recommended Network improves job access for all residents, for low-income residents, and for minority residents. The average Memphian would see their access to jobs increase by 39% with the Recommended Network, increasing from about 38,000 to about 56,000 the number of jobs they could reach in 60 minutes. Low-income residents see their access to jobs increase by 49% and minority residents see their access increase by 45%.

The map to the right shows the change in the number of jobs someone can reach by walking and transit in 60 minutes when comparing the Existing and Short-Term Recommended Networks. Each hexagon on the map is shaded by the percentage increase or decrease in jobs reached by walking and transit in 60 minutes from its center point. Most areas of Memphis see enormous increases in job access. A few areas see decreases in job access, such as around Airways and Holmes. The areas that see decreases in access to jobs are generally low density, and thus relatively few people would experience a decrease in job access.

Figure 34: Change in jobs accessible for all residents, low-income residents, and minority residents

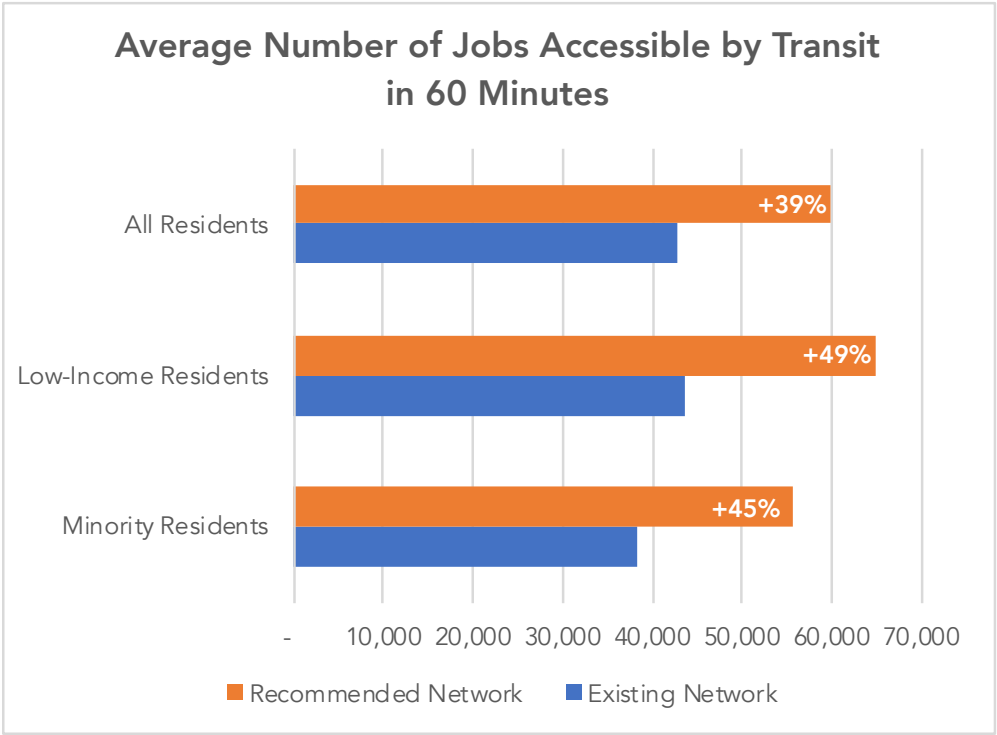
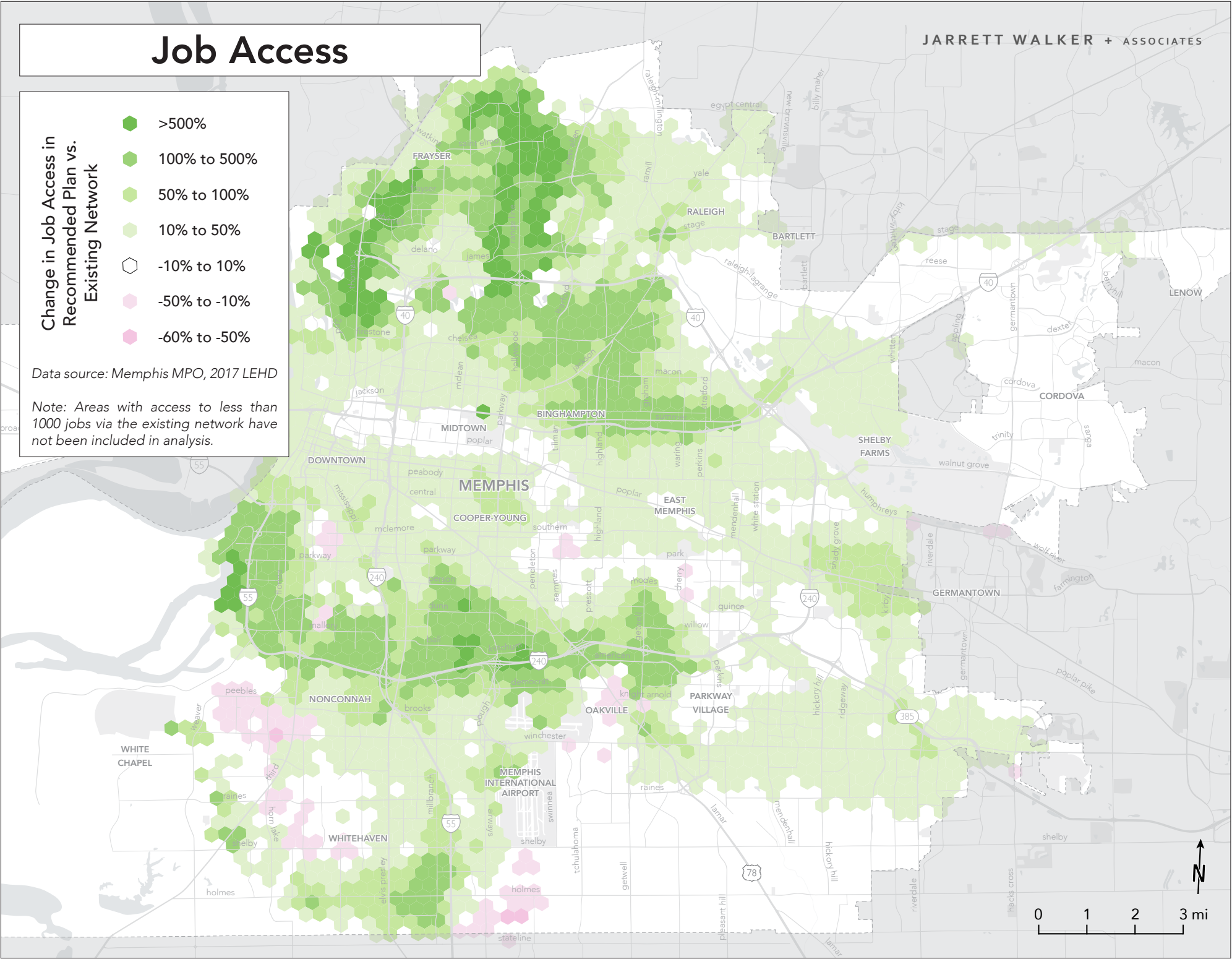


Figure 33: The Short-Term Network significantly increases jobs accessibility for most areas and most people in the city



Short-Term Recommended Network

Major Capital Improvements

Because the Short-Term Recommended Network is focused on improvements in bus service, the major capital improvements needed to support it are limited. Nevertheless, the needed improvements are essential to ensure the network operates efficiently and gets people where they are going in a timely manner.

Airways Transit Center

Airways Transit Center becomes a much more important hub for low frequency routes in the Recommended Network and therefore requires improvements to make space for routes to meet at the same time. The current facility only has four bus bays for local bus routes. To adequately meet the need for the Recommended Network, four additional bays will

be needed, likely fit into the grassy median area to the north of the existing bus bays.

In addition, the current egress from the site forces an unnecessarily long travel time for buses that need to go north out of Airways. Currently, any bus that wants to go north must turn right on Airways, right on Brooks, right on Directors Row and then left on Airways. This out of the way travel adds at least 0.5 miles to the distance traveled. To improve access, a signal should be added, the median of Airways rebuilt, and the transit center egress throat widened so that buses can turn left out of Airways Transit Center onto northbound Airways Boulevard.

Southwest Transit Center

A new on-street transit center will be needed on Brooks at 3rd Street in Southwest Memphis. This transit center will need space for four buses on the curb area along Brooks adjacent to the McDonald's. This will require reusing the current turn lane as a bus only lane for buses to dwell so passengers can transfer easily.

This area provides the most convenient transit access for all routes that converge in this area. The existing access driveway for the McDonald's from Brooks will likely need to be relocated to use the driveway for the adjacent gas station to make room for four buses.

Figure 35: Airways Transit Center Improvements

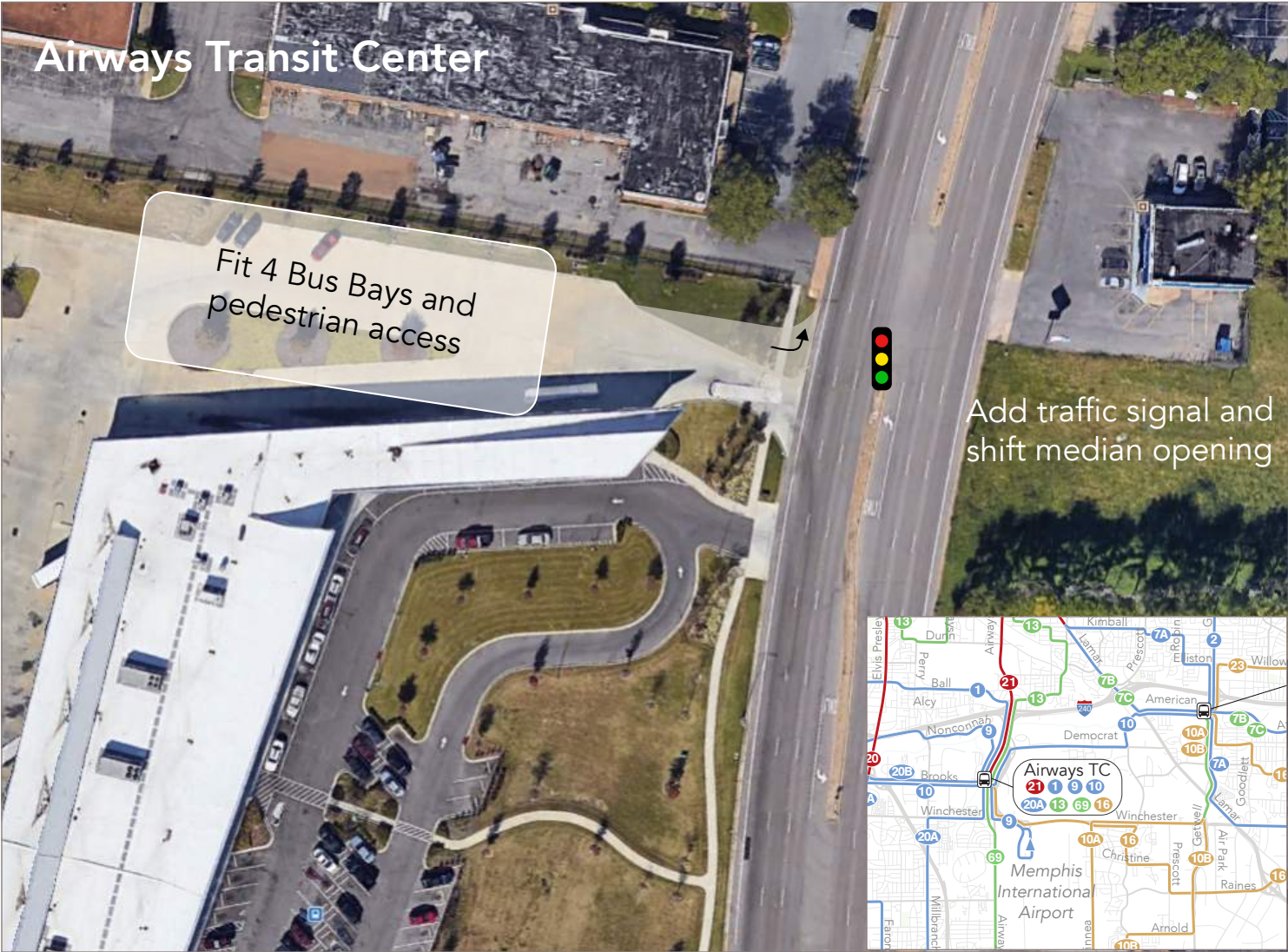


Figure 36: Southwest Transit Center

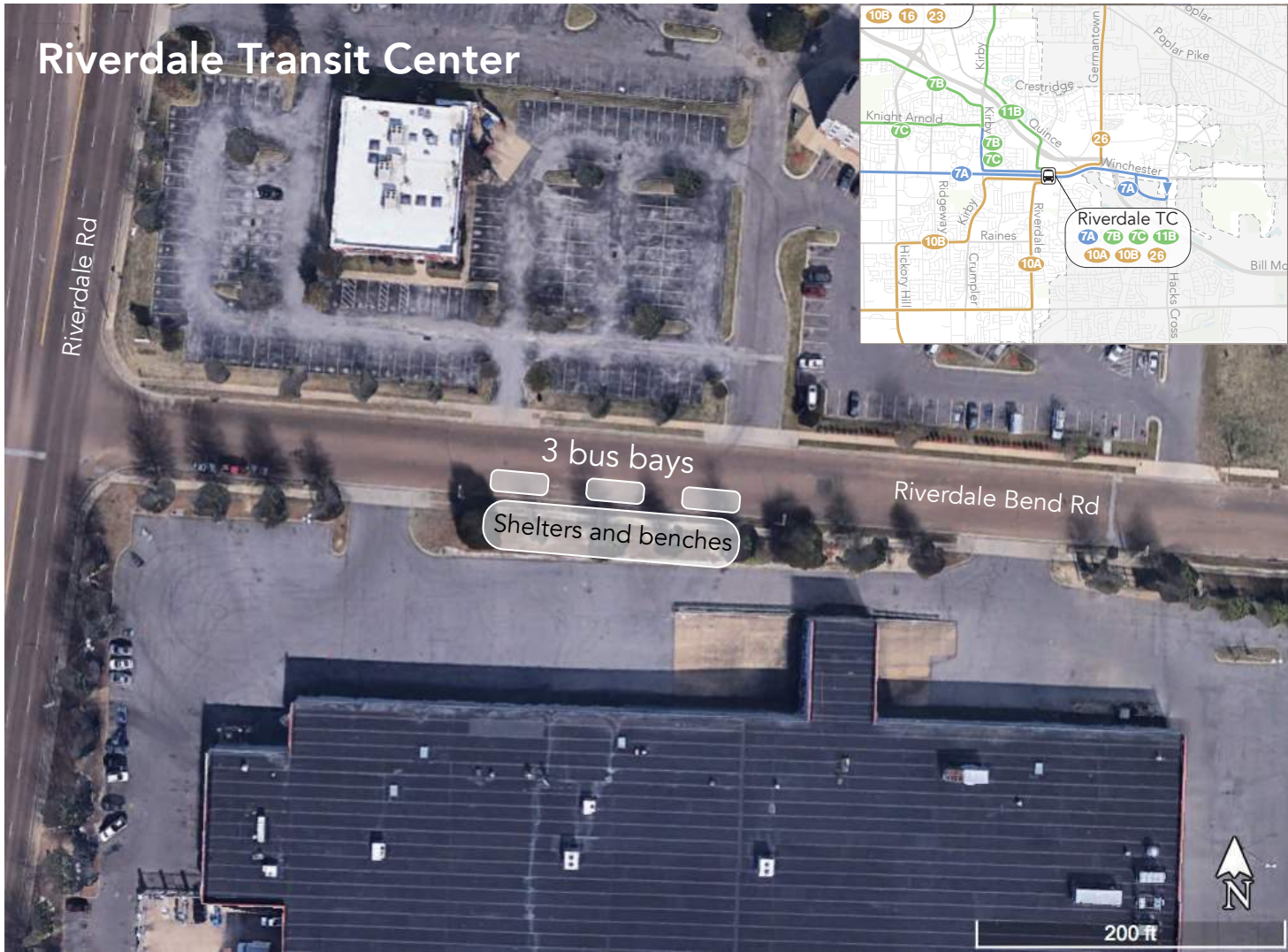


Short-Term Recommended Network

Riverdale Transit Center

The Riverdale Transit Center will be another important connection point in the transit system in southeast Memphis. At this location routes 7B, 7C, 10A, 10B, 11B, and 26 will all terminate. Because some of these routes run a very low frequency, only three bus bays will be needed to allow for the necessary pulsing of routes at this location. In addition to the on-street space for buses, shelters and other amenities will be needed to provide at least shade and a place to sit for passengers. In the long-term a more permanent transit facility with restrooms and a climate-controlled waiting area would be a valuable investment at this location.

Figure 37: Riverdale Transit Center



4

2040 Vision Network

2040 Vision Network

What about the long term?

The focus of this report has been on the Short-Term Recommended Network, which could be implemented starting in 2022 after additional funding is secured. By defining high frequency transit corridors for the short term, and identifying possible future high frequency transit corridors, this process has already helped guide discussions about where major new developments, and especially affordable housing and job centers, should be encouraged.

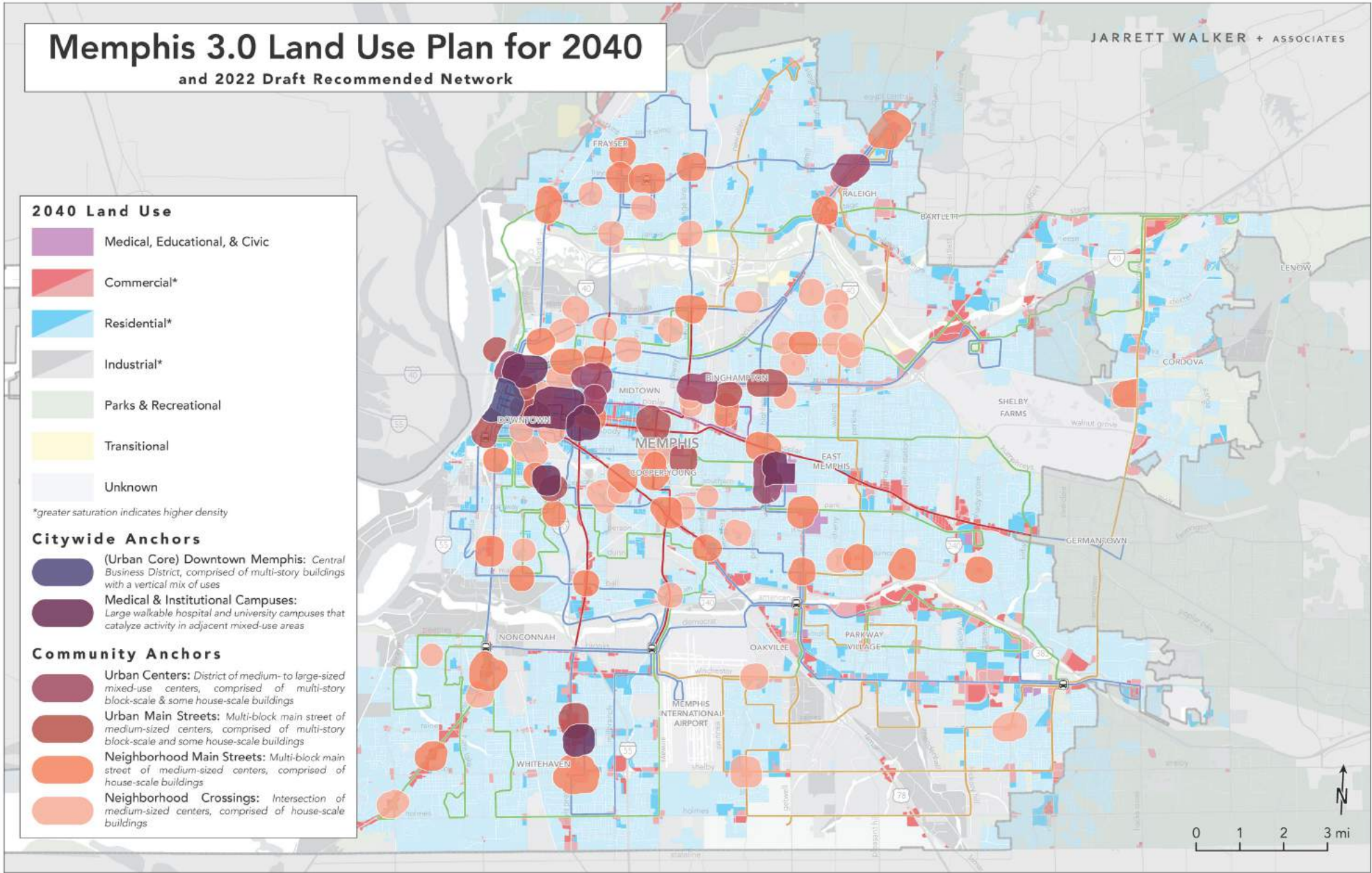
The City has been engaged in that larger and long-term discussion about land use and transportation through the Memphis 3.0 Comprehensive Plan process. That process resulted in a refined land use vision for the city in the fall of 2018. That land use vision is summarized in the map to the right. The Memphis 3.0 Vision Statement clearly states:

In our third century Memphis will build up, not out. Memphis will be a city that anchors growth on strengths of the core and neighborhoods; a city of greater connectivity and access; a city of opportunity for all.

That emphasis on building up, not out is reinforced in the land use vision that emphasizes key anchors of more intense development, particularly in the downtown core, around the Medical District and Midtown areas. Other key outlying anchors are planned in Raleigh, Whitehaven, and at the University of Memphis.

The other part of the vision statement clearly calls for a better connected city that provides opportunity for all. While the Short-Term Recommended Network does much to expand access by improving frequency of service for many, it only provides frequent service to about 15% of residents and 25% of jobs. To better meet the vision of a city that has greater connectivity and opportunity, the 2040 Vision invests in frequent service across a much larger swath of the city and along many more corridors.

Figure 38: Memphis 3.0 Land Use Plan for 2040



2040 Vision Network

Long-Term Network for 2040

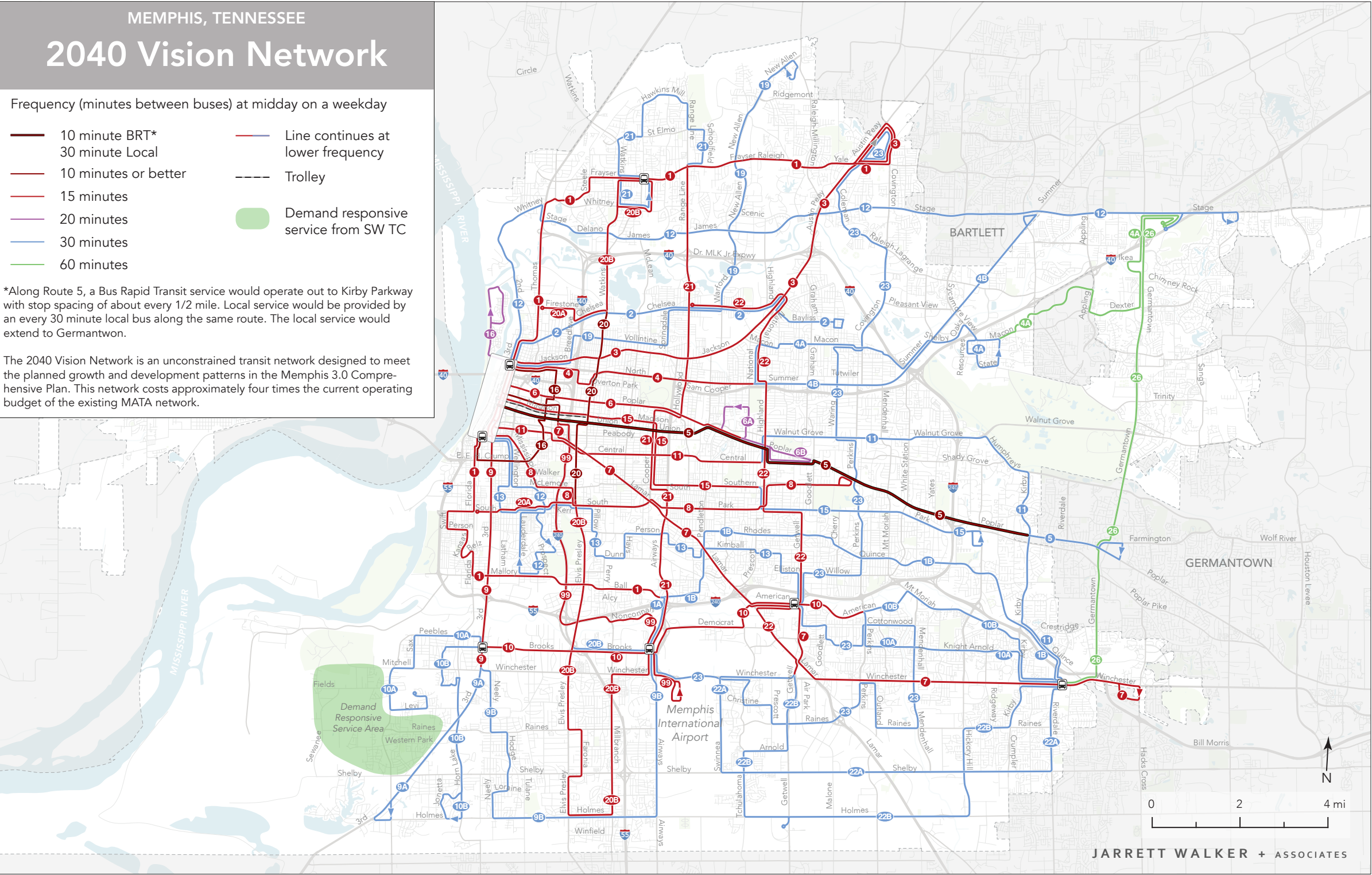
The 2040 Long-Term Network is designed to respond to the city's growth and land use plans, in order to improve transit in the areas most suited to cost-effective and high-rider-ship service and to improve service across areas most of the city.

This network will require about 4 times as much service as the existing MATA network, using 1,200,000 hours of service per year (rather than the 320,000 service hours required to operate the existing network). It will also require an expanded fleet of vehicles, additional staff, improved bus stops, and other infrastructure.

One of the key features of this network is its frequent grid (shown in red and maroon in the map at right). It allows someone to go from anywhere to anywhere on the grid, with a single fast transfer. In the 2040 Vision the frequent grid has been expanded across much more of the city. Additional frequent routes are added on numerous east-west corridors such as Frayser/Raleigh, Jackson Avenue, Summer Avenue, and Central Avenue. In addition a new north-south frequent crosstown route along the National/Highland/Getwell corridor from Airways Transit Center north to the Jackson Avenue corridor is added to improve access across the city.

With an expanded frequent grid, MATA can offer freedom and mobility to large numbers of people without needing to provide everyone with a one-seat-ride to the places they care about.

Figure 39: 2040 Transit Vision



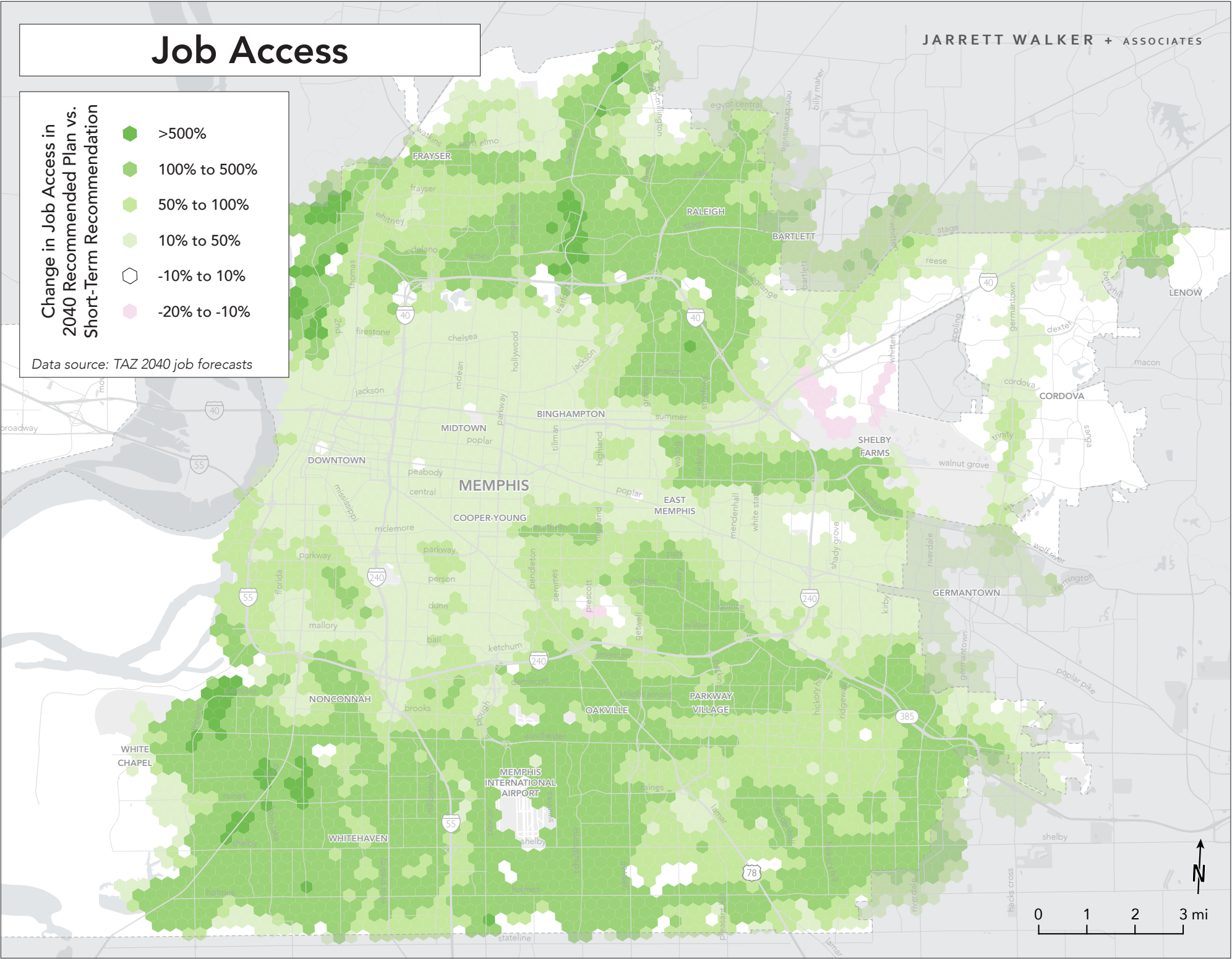
2040 Vision Network

Access to Jobs

A key measure of the usefulness of transit is how it connects people to employment. Job access is an indicator of both the work opportunities that can be reached by transit, and the businesses and services customers or clients could choose to travel to. The 2040 Vision Network vastly expands the number of jobs accessible to most people in Memphis and across most of the city compared to the Short-Term Recommended Network.

The map to the right shows the change in job access across the city. Large areas of the city see job access increases of over 100%, particularly Southwest Memphis, Whitehaven, Frayser, Raleigh, and East Memphis. The percentage increase in job access for the inner portions of the city are not as dramatically better, in large part because the Short-Term Recommended Network already serves this areas with relatively high frequency service, so the number of jobs reachable in 60 minutes does not increase as dramatically within the core as it does for outer parts of the city.

Figure 40: The 2040 Vision Network significantly increases jobs accessibility for nearly every part of Memphis.



2040 Vision Network

Priorities for Frequent Service

The 2040 land use vision imagines a number of higher intensity anchors in the Core City, particularly around downtown and the Medical District, and along Watkins. In addition, in the University and Midtown areas a number of anchors are planned along North Parkway and along Highland near Central and Poplar Avenues.

To better connect these planned intense areas of growth and development, the 2040 Vision imagines higher frequency service along **high priority east-west corridors**:

- North Parkway/Summer
- Central Avenue
- Jackson Ave
- Mississippi/South/Park

In addition, the 2040 Vision imagines a new crosstown corridor through the Medical District in an orbital pattern from the southern edge of downtown, across Crump, north through the Medical District, then west to the Pinch District and on to Mud Island. Through the core of the Medical District this route would run every 10 minutes, providing easy connection from connecting routes from the south, like the Florida, Mississippi, and Central Avenue corridors to destinations across the Medical District.

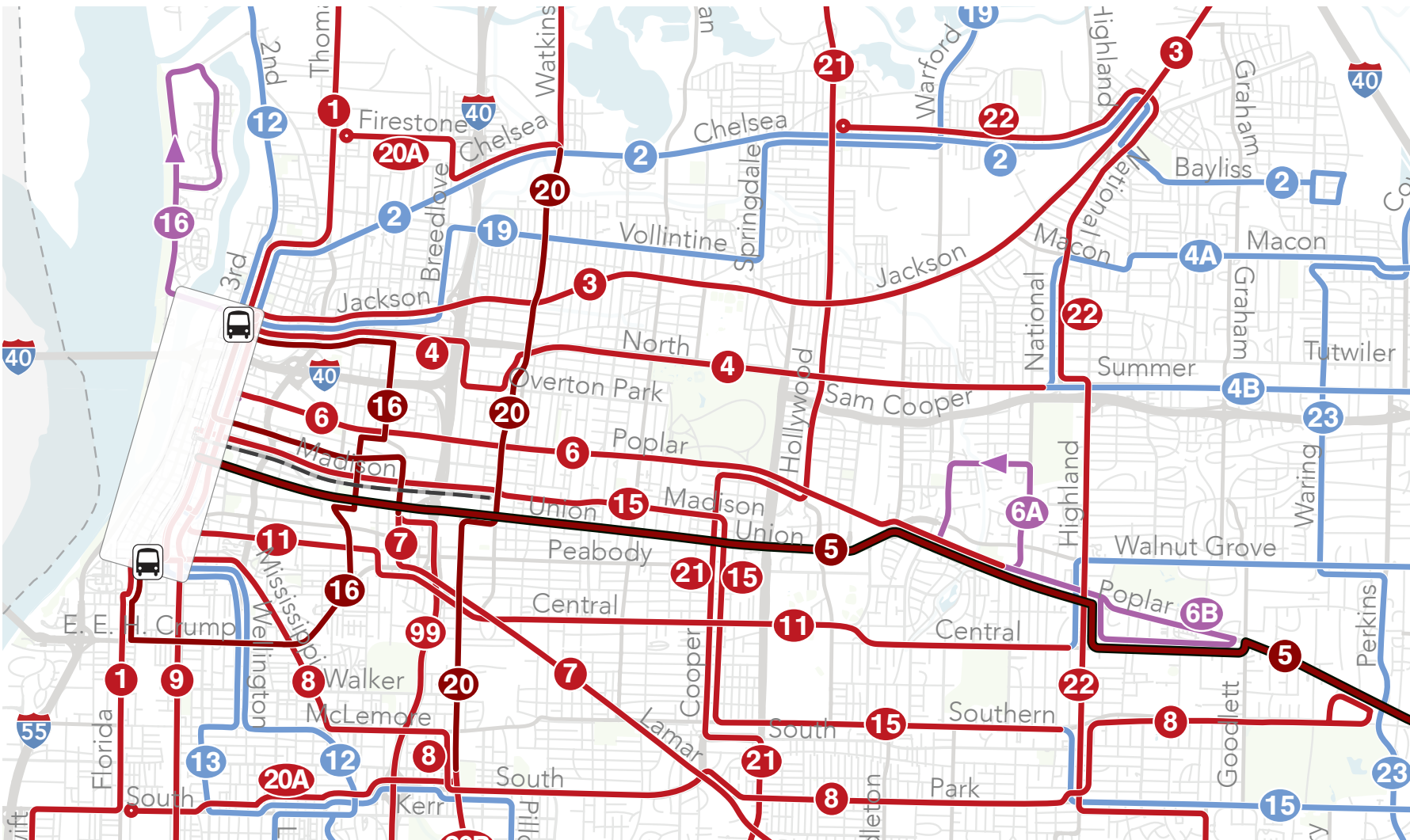
The 2040 Vision also recommends another north-south frequent corridor (Route 22) along National/Highland/Getwell. Combined with frequent routes on Watkins/Presley and Hollywood/Cooper/Airways, the new 2040 Vision network would have four north-south frequent crosstown routes intersecting with 10 primarily east-west frequent routes.

The other major addition to the network is the BRT route on Union/Poplar from downtown to Kirby. This route would operate with approximately 1/2 mile stop spacing and at a frequency of every 10 minutes all day. A local route would operate every 20 minutes making local stops in between the BRT stops. This route would serve the long, dense, and active corridor and provide faster trips between destinations along this key corridor.

In summary, the high priority frequent corridors are Routes 3, 4, 8, 11, 16, 22. These corridors already have relatively high density and are targeted for the most intense development in the land use plan.

Secondary priorities for frequent service include Routes 1, 6, 9, 15, 20A/B. Routes 1 and 9 have less density today, and while there are planned anchors along these routes, some of those anchors are much farther from the core (such as the anchor in Raleigh) and therefore are much more expensive to

Figure 41: 2040 Transit Vision in the Core City and University Areas



service with frequent transit. Similarly, Routes 20A/B are secondary priorities for higher frequency service as these routes are serving more distant anchors at higher costs. Routes 6 and 15 are a lower priority because there are nearby frequent routes in the Short-Term Recommended Network that would serve overlapping markets for these corridors, and therefore the inner Poplar and Madison corridors would be secondary priorities for frequent service.

The third tier of high frequency corridors includes outer Winchester (Route 7), the Airport Route 99, Brooks corridor (Route 10). These corridors do not serve key anchors like the other recommended frequent corridors, but they do serve as key connectors between other frequent routes, helping to build a stronger overall grid. And in the case of the outer Winchester corridor, the frequent service would serve an area of relatively high density.

Guidelines for Transit-Supportive Land Use Policies

In many cities, the ability of transit to run quickly and reliably is most often the result of things outside the transit agency’s control. High transit rider-ship results from a four legged stool:

- Transit Service: a well-connected network with high frequency, long spans, reasonable speeds, high reliability and sufficient capacity.
- Land Use: the density, walkability, linearity and proximity of residents, jobs, and other land uses.
- Street design: the ability of transit to use certain streets, to make turns, and whether transit has priority that protects it from congestion.
- Pricing: the cost of transit fares relative to competing modes.

The transit agency only has complete control of the first element (service). It has partial control over the fourth (price) but only in terms of the transit fare. In general, local or state governments have complete or partial control over the other three elements.

Cities and state governments control the density of land by determin-ing the zoning and approving or not approving development. They set parking policies, which dramatically affect both the density of land use and the cost of competing modes. They control walkability through land use decisions and the management of streetscapes, signal timing, and crossing locations. They manage curbs and determine parking locations, parking enforcement, loading zone locations, and traffic enforcement. They manage street priority by allocating lanes among competing uses. Overall, cities have as much control, if not more, over the success of transit than transit agencies.

The Memphis 3.0 Comprehensive Plan is making strides to increase density, walkability, linearity, and proximity of development through a focus on growing up instead of out. Other key policies that the City can focus on in improving the ability of transit to carry many riders include

- Reducing or eliminating parking requirements near frequent transit corridors;
- Increasing the density of development along frequent transit corridors;
- Prioritizing pedestrians and safe crossings along frequent transit corridors;
- Prioritize connected streets and connected pedestrian paths near frequent transit corridors to maximize the walkable area around bus

stops with frequent service;

- Prioritize transit movement on frequent corridors so that buses full of people are not delayed by lower occupancy vehicles;
- Reducing or eliminating direct city subsidies for parking, particularly in and around downtown.

Action item: City staff should adopt policies that reduce parking requirements, allow higher densities, prioritize pedestrian infrastruc-ture improvements, and prioritize movement of transit on and around frequent transit corridors.

Development-Linked Funding of Service and Infrastructure

Cities are already well aware of the ways that physical improvements can be funded as part of development projects. Signals, sidewalks, trails, sewers or roadways are sometimes required when a private party wants to develop land adjacent to a road that is below standards.

Funding capital improvements is relatively easy

Developers are sometimes required to make investments in transit infra-structure at the same time. The simplest case is that of the bus pad and stop: a developer builds out a wider sidewalk and a sheltered bus stop as part of a “half-street” improvement. This is a wonderful contribution, but it can sometimes happen in the wrong place – on a route that is soon to be cut, or at a bus stop that is too close to adjacent bus stops and should be eliminated anyway.

The City and MATA should advocate for transportation infrastructure improvements to be funded as part of development projects on the Frequent Transit Network as identified in the 2040 Vision. The Frequent Network is made up of corridors that are most likely to have high ridership and useful service over the long run, and so where it is appropriate to ask private parties to invest in long-term infrastructure.

Funding service operation is more challenging

Raising funds for capital improvements through new development is rel-atively straightforward. Raising funds to operate service is difficult, and dangerous. If a new development makes a one-time contribution towards transit operations, and receives a service in return, the transit agency is

now accountable to riders and neighbors for that service in perpetuity. If the route generates little ridership or is expensive to operate, the agency may be faced with cutting it in the future, to the great disappointment of the new residents.

Two mechanisms are available for newly-developed areas to fund ongoing operations in a sustainable way:

- A residential or commercial area can form a non-profit Transportation Management Association, which also can collect dues to fund pro-grams and services.
- If a large residential or commercial development has reason to charge on-going parking fees, that revenue source could be used in part to support nearby transit service.

Action item: City staff should adopt a policy for where transit infrastruc-ture investments should be required of new developments.

Guidelines for Measuring Ridership Performance

This section includes general guidance for how MATA routes can be moni-tored in the future, in particular with regards to ridership relative to cost. This section refers to a few measures for which MATA may decide to set numerical standards in the future, such as:

- Productivity (riders per hour of service)
- Subsidy per passenger (operating cost per passenger less fares)
- Density required for new coverage (residents or jobs per square mile, within ½ mile of a potential new route)

General guidance for using transit ridership data

- Whenever possible, use one full year’s worth of data to calculate any measure related to ridership and operating cost.
- Collect transfer and linked-trips data to better understand how rider-ship responds to network design changes. This eliminates any suspicion or confusion about whether ridership is *really* growing as opposed to boardings growing because of a network change that requires a new transfer. Linked-trips data also helps measure the impact of routes being combined, or split. For example, combining a pair of routes , may improve travel time for people but actually reduce boardings by only

counting them once. If boardings are the only measure of ridership, that might look like a failure. This can distort an agency’s planning decisions.

For operations, transfer data can also help reveal the most common connections that may benefit from refinements in scheduling.

- Be very cautious when evaluating the productivity of a route by time of day or week. High ridership at some times may depend on the availability of service at other times, even if few people use the service at those other times. People choose to rely on a route because of its complete scheduled offering, and value the “insurance” provided by service at times when they don’t regularly travel. Cutting unproductive trips at certain times of day can cause ridership drops at other times of day.

Action item: Collect transfer and linked-trips data to better understand how ridership responds to network design changes.

Productivity standards for fixed routes

There is no objective standard for the productivity of a fixed route. Fixed routes are mostly evaluated relative to one another, and relative to what the transit agency believes is possible in their particular city. Any agency that wishes to increase ridership within its fixed budget is continually reevaluating its least-productive routes. Every service hour invested in the least-productive routes is attracting fewer rides than it would if it were re-allocated to improve a more-productive route.

A scatterplot is a useful tool for comparing productivities among routes, and observing relationships between productivity and frequency; or productivity and total annual service hours. MATA can continue to update this scatterplot with productivity and frequency data each year, to monitor route-by-route productivities and inform service changes.

Subsidy standards for flexible, demand response services

Demand response service (such as dial-a-ride or the app-enabled dial-a-ride that is called “microtransit”) can be evaluated using subsidy per ride rather than productivity.

Productivities for demand response service are rarely higher than 5 boardings per hour, typically much lower than the lowest-tolerable productivity on fixed routes. The Short-Term Recommended Network and the 2040 Vision both imagine demand responsive service in Southwest Memphis. MATA can set a floating ridership-related standard for demand-response

services, in which their operating subsidy per ride can be no bigger than the average subsidy per ride for the three least-productive fixed routes. This ensures that demand response riders are treated fairly with respect to fixed-route riders.

It is valuable, in calculating the operating subsidy per ride, to account for the extra vehicle costs associated with specialized services. For example, if a shuttle is in operation for only 4 hours of the day, its operating cost could be described as 4 daily service hours. Yet to provide that shuttle, the agency is purchasing, maintaining and storing a unique vehicle that only gets used at peak times, for 4 hours a day. In contrast, a vehicle on a fixed route is likely in use for 16 hours a day. Service hours alone will not capture the total operating costs of these routes. It will be important to account for the higher costs of the shuttle, in calculating subsidy per passenger, as well as the higher or lower fares paid by passengers on the shuttle.

Action item: Adopt a subsidy standard for any new demand-response service that relates to the subsidy provided on low-ridership fixed routes.

Remedial actions for low-productivity fixed routes

If a route or segment that staff believes is failing to meet its minimum standard for productivity, the following questions should be asked and possibilities explored:

- Does the failing route or segment also fall far below the system average on measures of speed or reliability? If so, those factors may be inhibiting its productivity.
 - Work with operations to determine whether factors within the agency’s control can be changed to improve speed or reliability.
 - Work with local traffic officials to improve speed or reliability using different signal or street treatments.
- Is there a reason to expect the route’s performance to improve soon, such as imminent dense development along the route? If so, the route can be maintained on a “watch list” to see if development and the built environment raise its productivity.
- Can the failing route be taken apart into fewer detachable segments (each of which could be operated as a standalone route, or added to a different route)?

- If so, then detach it into multiple standalone routes, and estimate the productivities of the detachable segments.
- If different segments of the route have very different productivities, that implies that service levels are not well-matched to demand over a large part of the route. It may be appropriate to consider ways to re-combine these segments with one another or with other route segments in the network, so that service levels are well matched to demand in the future.
- If frequency or span were reduced during lower-demand periods (such as on evenings, weekend mornings or Sundays) would that improve the productivity? If so, consider doing so.
 - Whenever possible avoid *eliminating all service* at a certain time of day, including eliminating the last trip of the day, and avoid eliminating midday service. Preserve the span of service for as long as possible, while reducing evening and weekend frequencies as a first resort.
- If, over time, a fixed route or segment continues to fail to meet a productivity standard, it should either be redefined as a Coverage route (having no productivity standard) or be ended.

Density guidelines for new coverage

Density guidelines may be useful for new coverage service, but since density is only one of a few factors behind the productivity of a route, density guidelines must be used in combination with some measure of walkability and linearity. These density guidelines can help MATA respond consistently to requests for service in advance of planned development.

This density guideline could be designed based on the number of people per 15 minutes of cycle time (driving + recovery) on a route who are within a 1/2 mile walk of a bus stop, on a low ridership route today. This density guideline can then be a minimum for future coverage, with the condition that poor linearity or long distances might overrule the measure.

While this standard used for determining the viability of new coverage services, it may also be applied throughout the existing network in the future. Density guidelines do not apply to ridership-focused routes since it is sometimes useful to invest in frequency to connect end-points, and to make a better network, not just because of adjacent land use patterns.

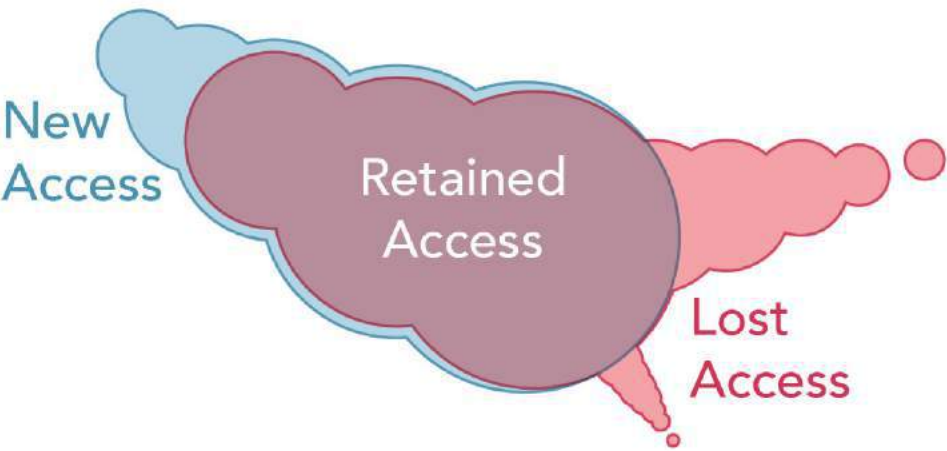
Action Item: Create combined density and walkability guidelines to be used as a minimum standard for new coverage service.

5

Access Maps

How far can I travel from Airways Transit Center?

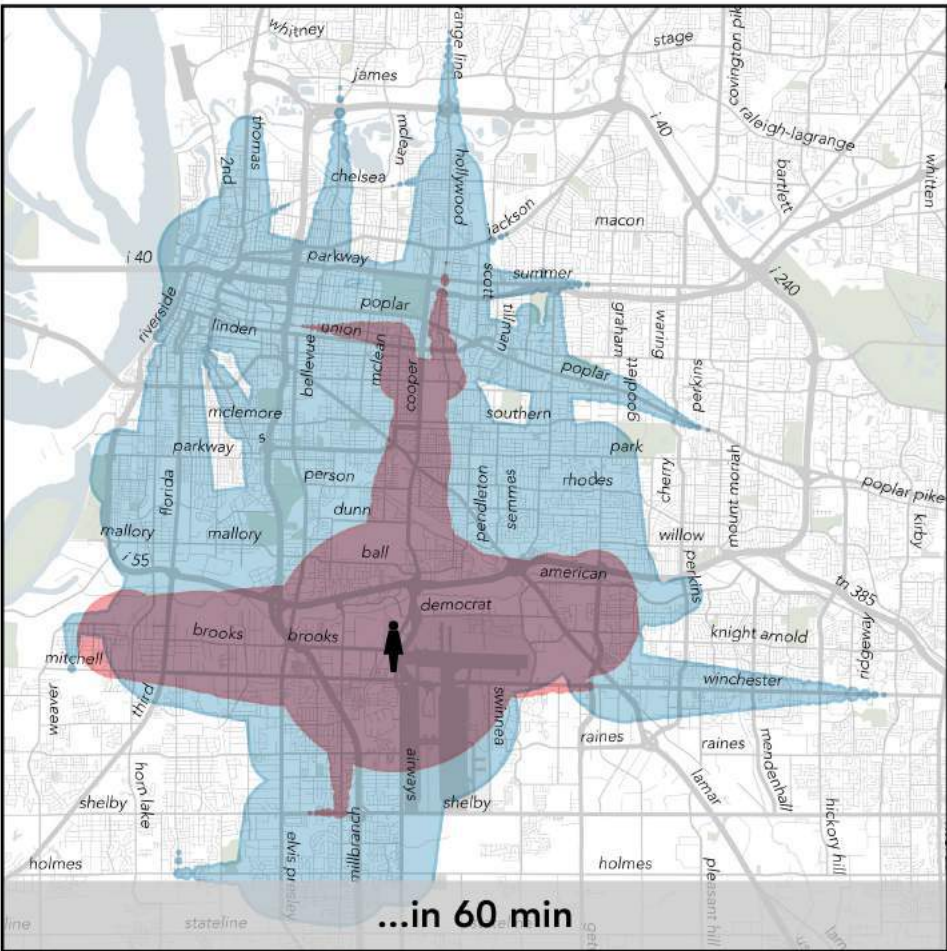
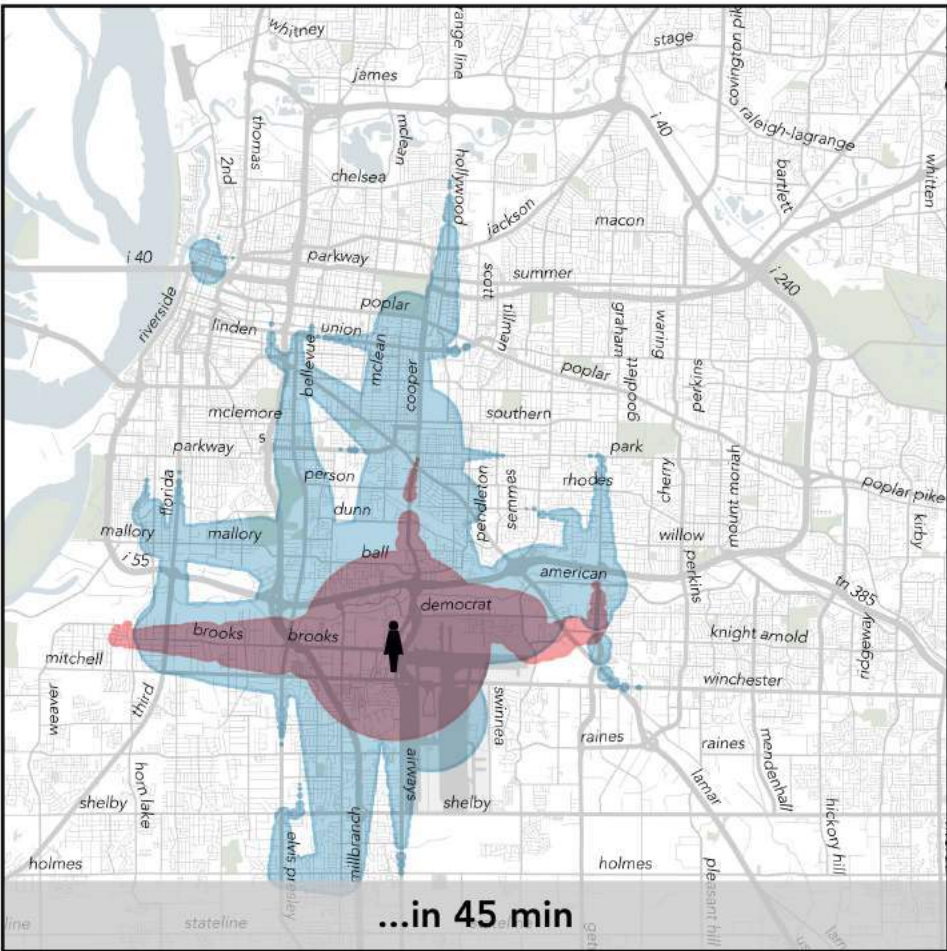
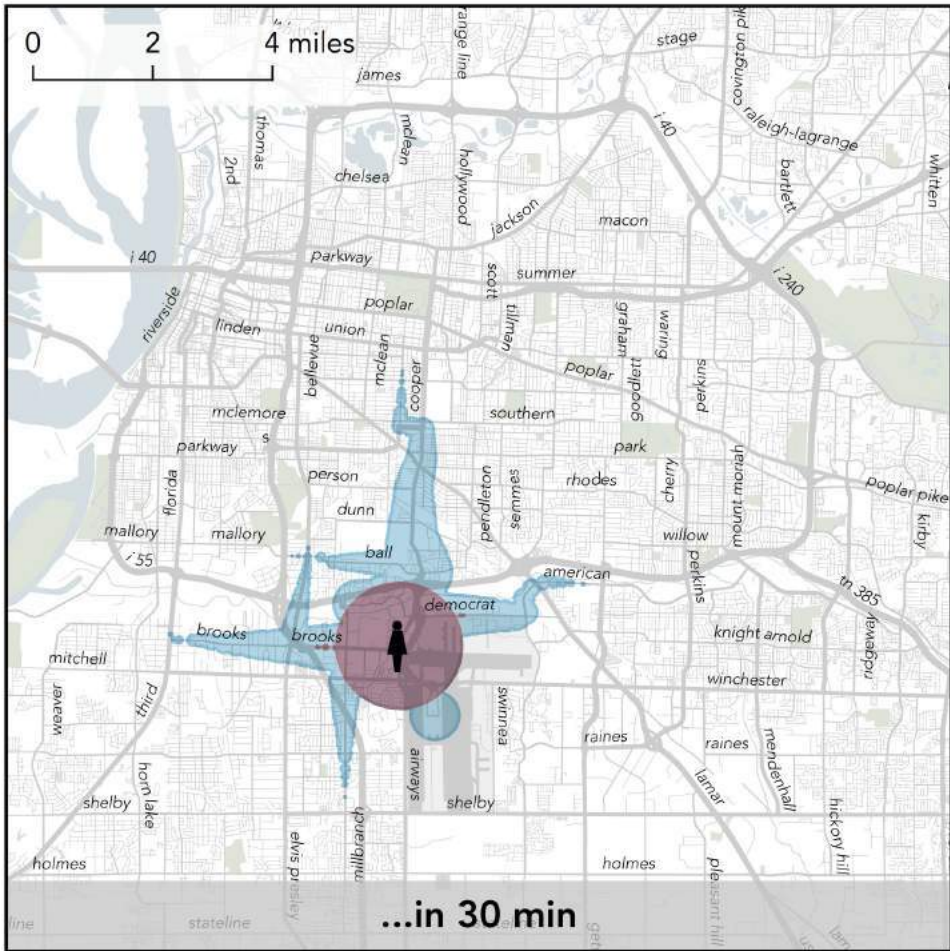
Riders can reach more jobs and residents in the Recommended Plan than in the Existing Network (traveling by transit at noon on weekdays).



	% Change	Existing	Recommended
Residents	+789%	1,600	14,300
Jobs	+117%	14,100	30,600

	% Change	Existing	Recommended
Residents	+529%	14,000	88,300
Jobs	+113%	39,500	84,200

	% Change	Existing	Recommended
Residents	+348%	54,600	245,100
Jobs	+193%	71,900	210,600



How far can I travel from American Way Transit Center?

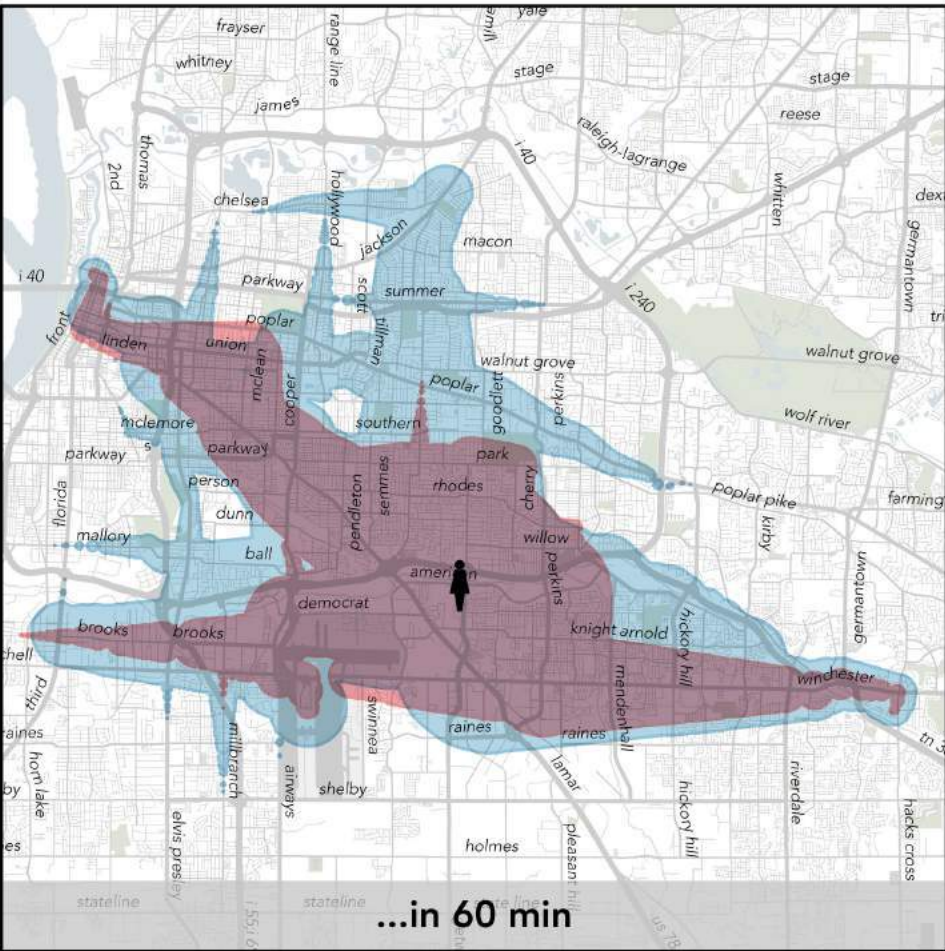
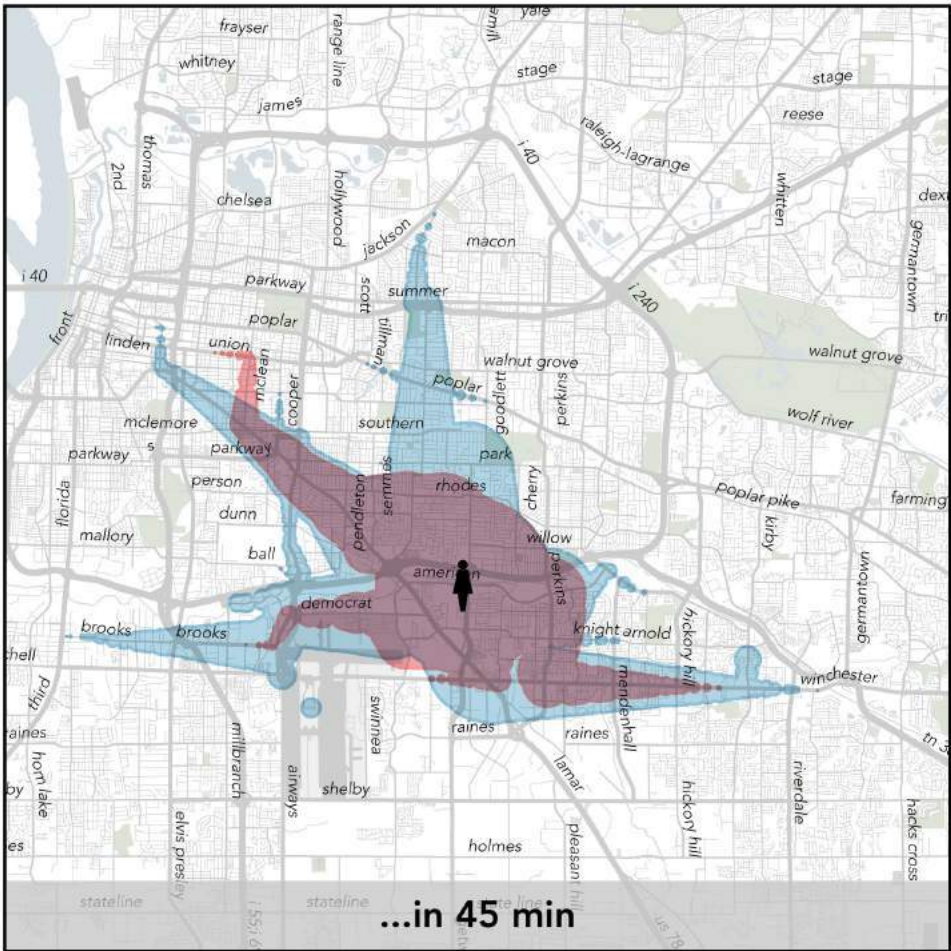
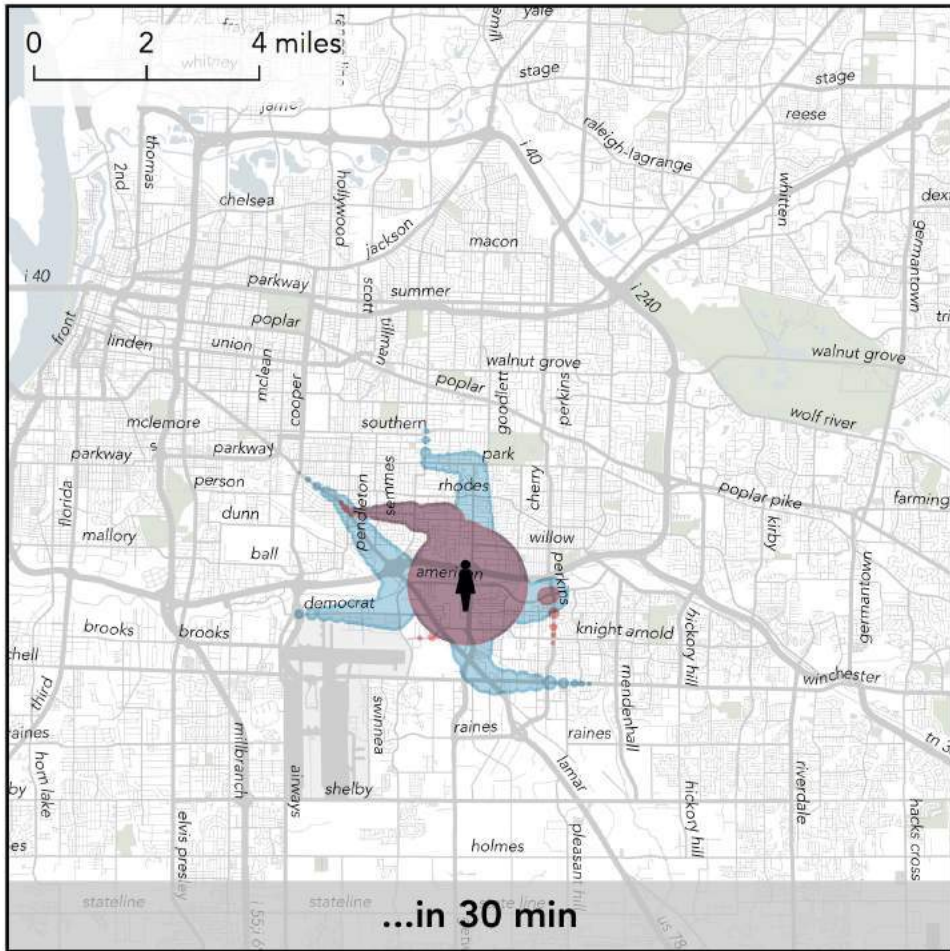
Riders can reach more jobs and residents in the Recommended Plan than in the Existing Network (traveling by transit at noon on weekdays).



	% Change	Existing	Recommended
Residents	+70%	16,600	28,200
Jobs	+179%	6,400	17,800

	% Change	Existing	Recommended
Residents	+58%	64,500	102,100
Jobs	+119%	35,400	77,400

	% Change	Existing	Recommended
Residents	+68%	141,500	237,200
Jobs	+62%	129,800	210,500



How far can I travel from Brooks and 3rd in SW Memphis?

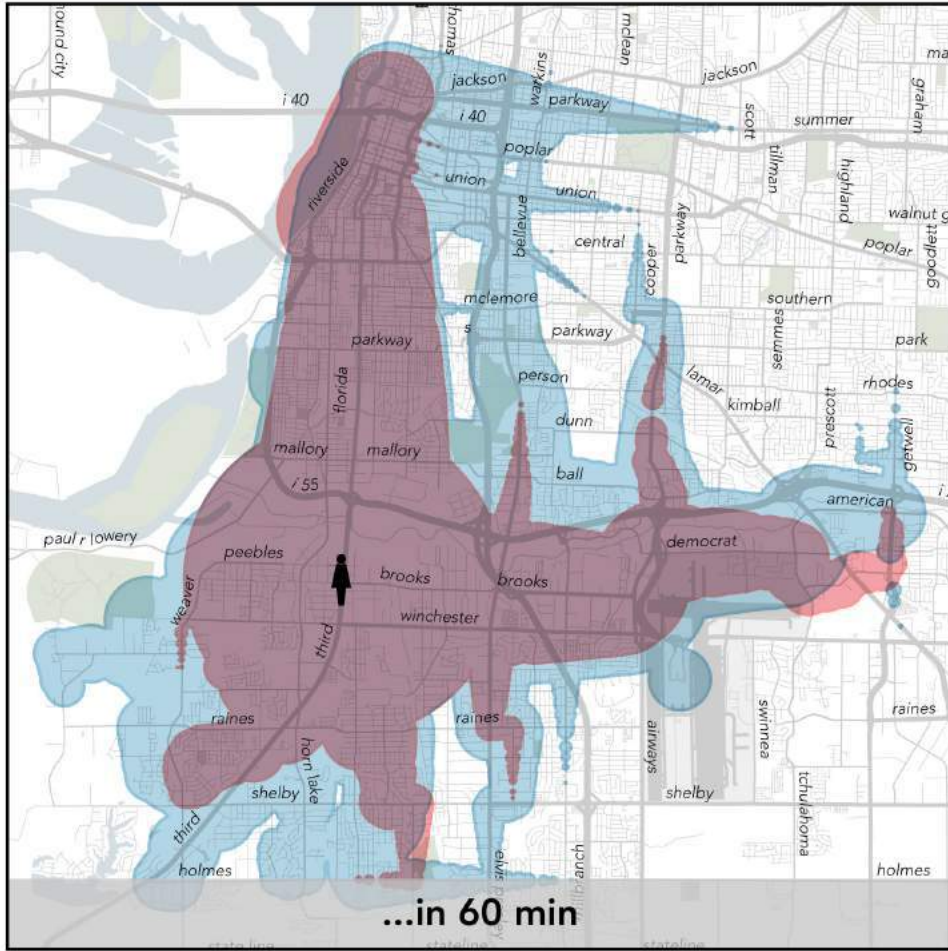
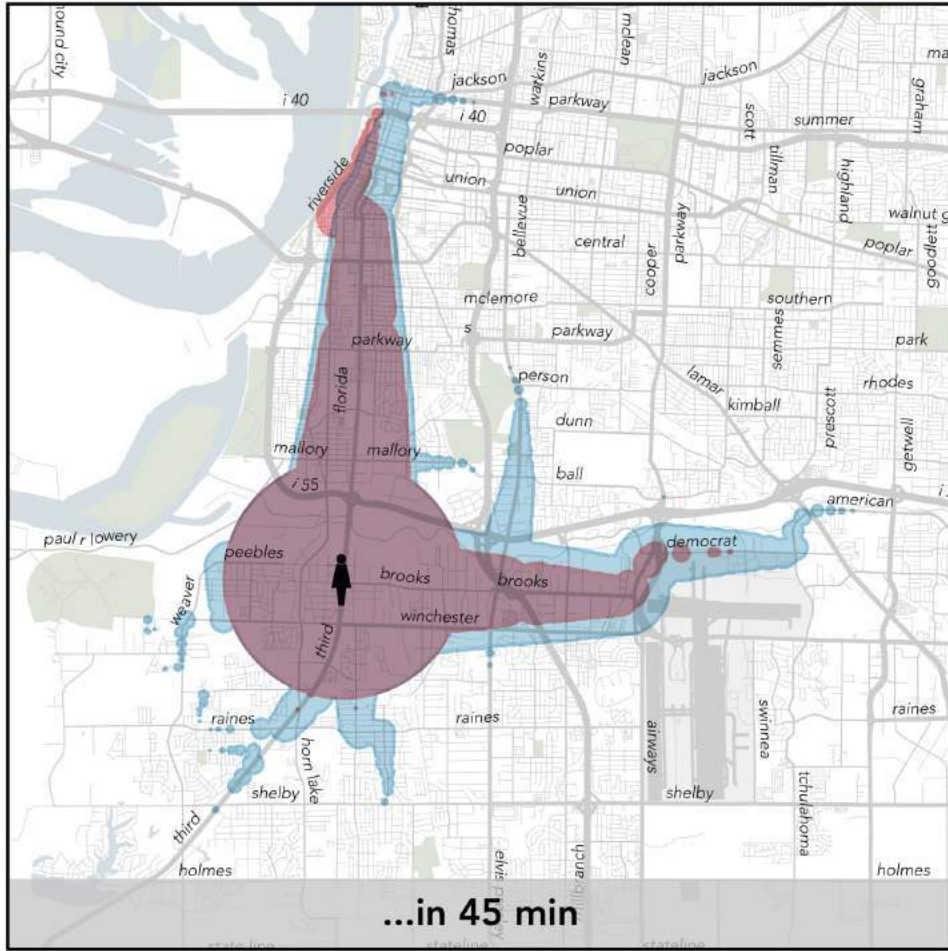
Riders can reach more jobs and residents in the Recommended Plan than in the Existing Network (traveling by transit at noon on weekdays).



	% Change	Existing	Recommended
Residents	+42%	5,000	7,100
Jobs	+69%	4,500	7,500

	% Change	Existing	Recommended
Residents	+59%	24,200	38,500
Jobs	+73%	37,500	64,900

	% Change	Existing	Recommended
Residents	+86%	74,400	138,400
Jobs	+46%	98,400	143,800



How far can I travel from Crosstown Concourse?

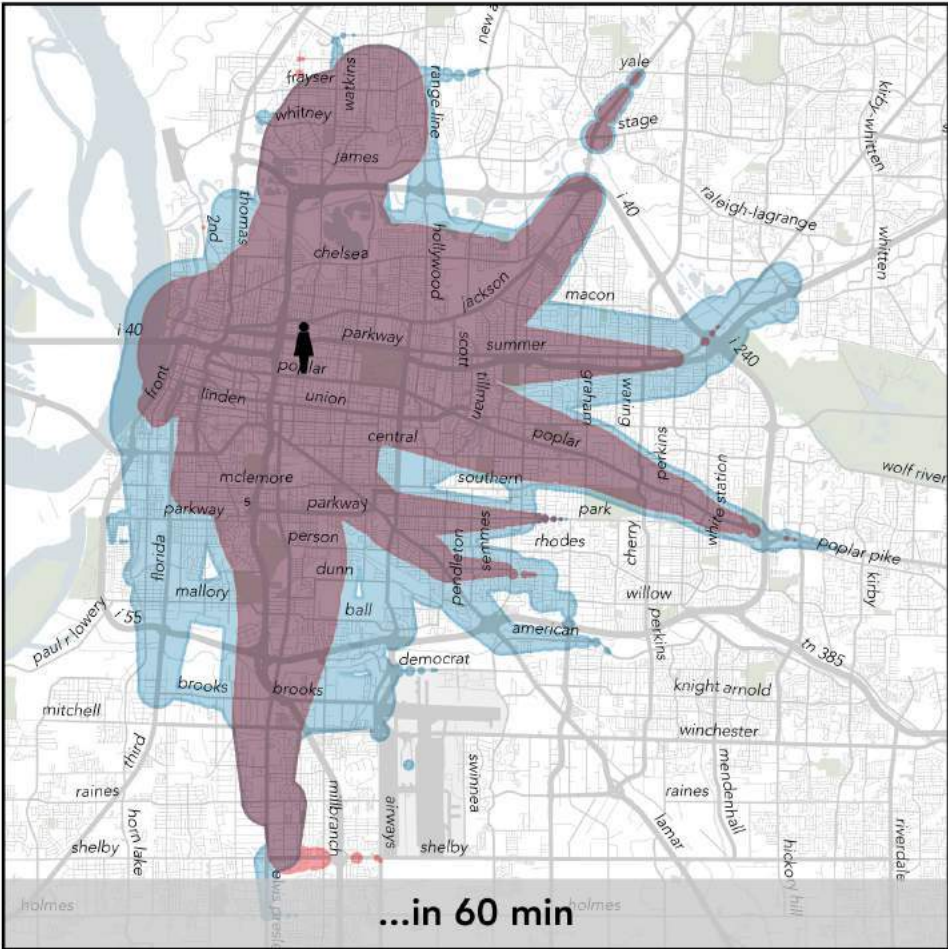
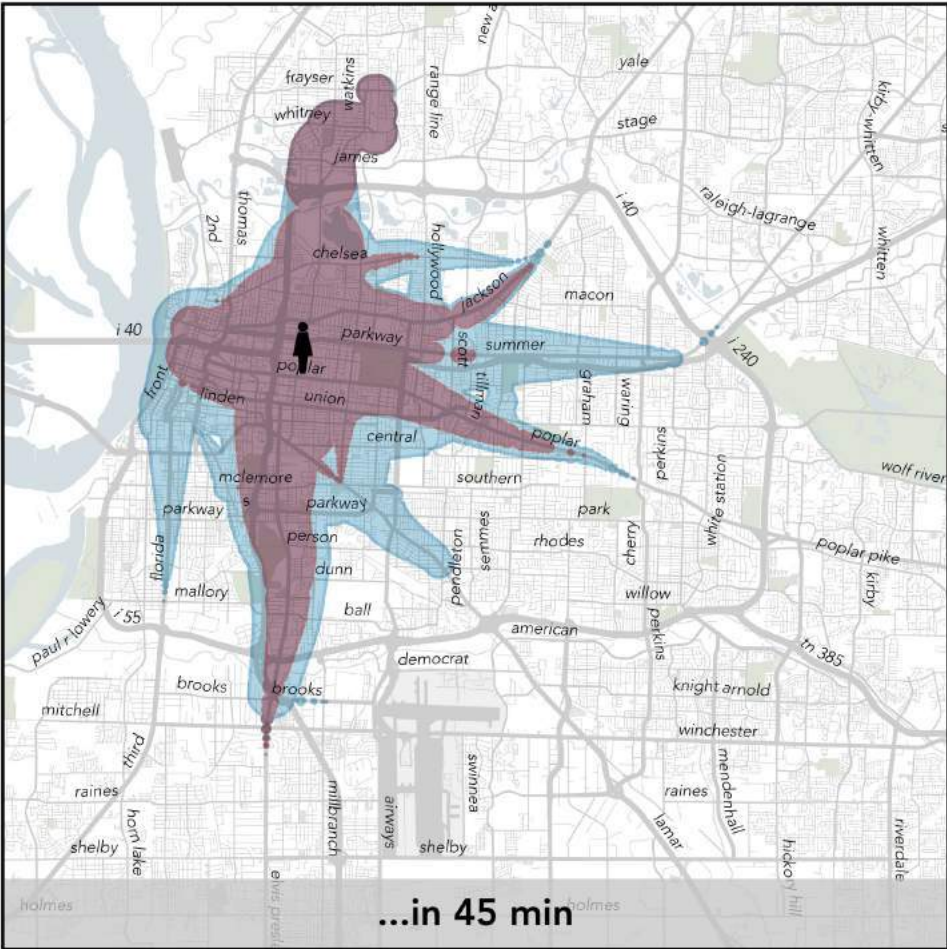
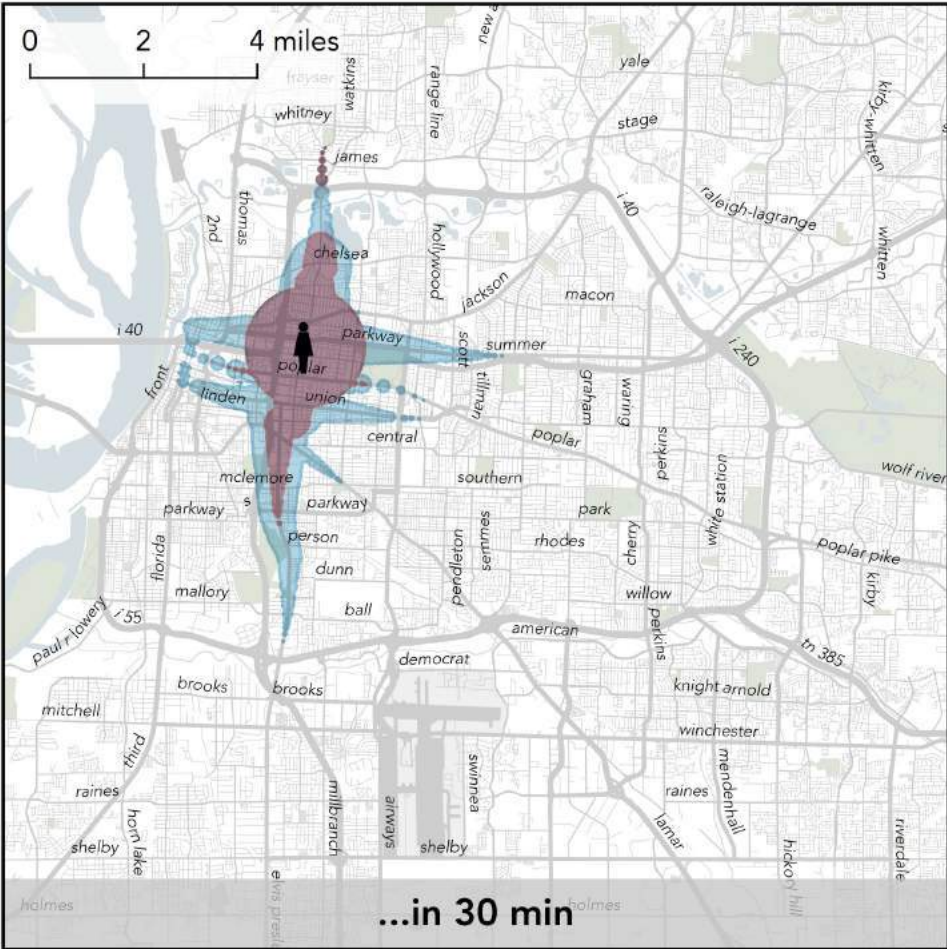
Riders can reach more jobs and residents in the Recommended Plan than in the Existing Network (traveling by transit at noon on weekdays).



	% Change	Existing	Recommended
Residents	+70%	22,400	38,200
Jobs	+140%	16,800	40,100

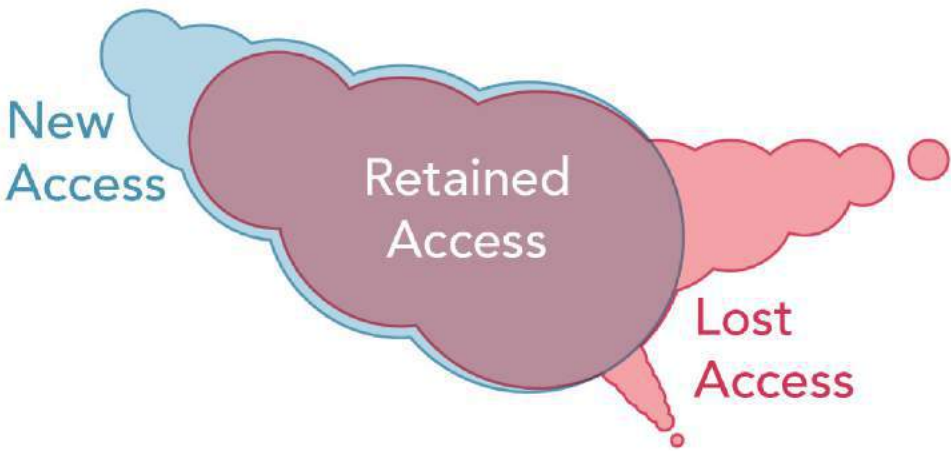
	% Change	Existing	Recommended
Residents	+71%	79,000	135,200
Jobs	+64%	76,200	124,900

	% Change	Existing	Recommended
Residents	+34%	188,400	251,700
Jobs	+35%	153,800	208,200



How far can I travel from Downtown?

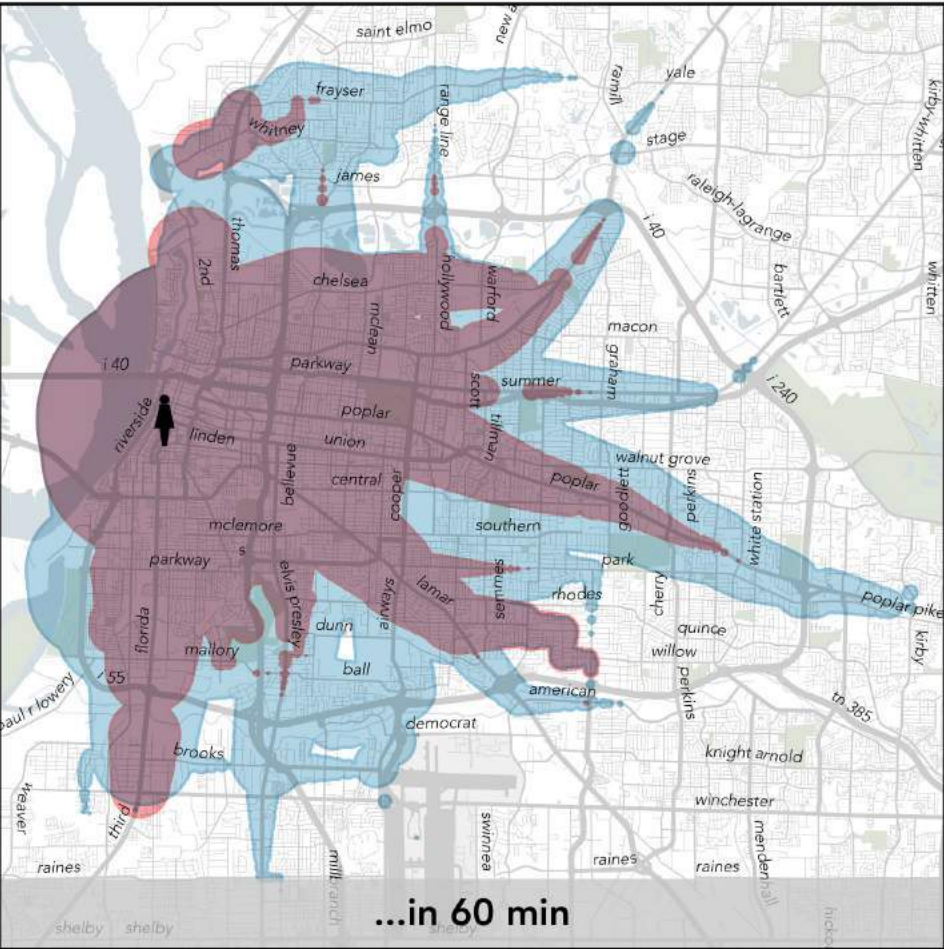
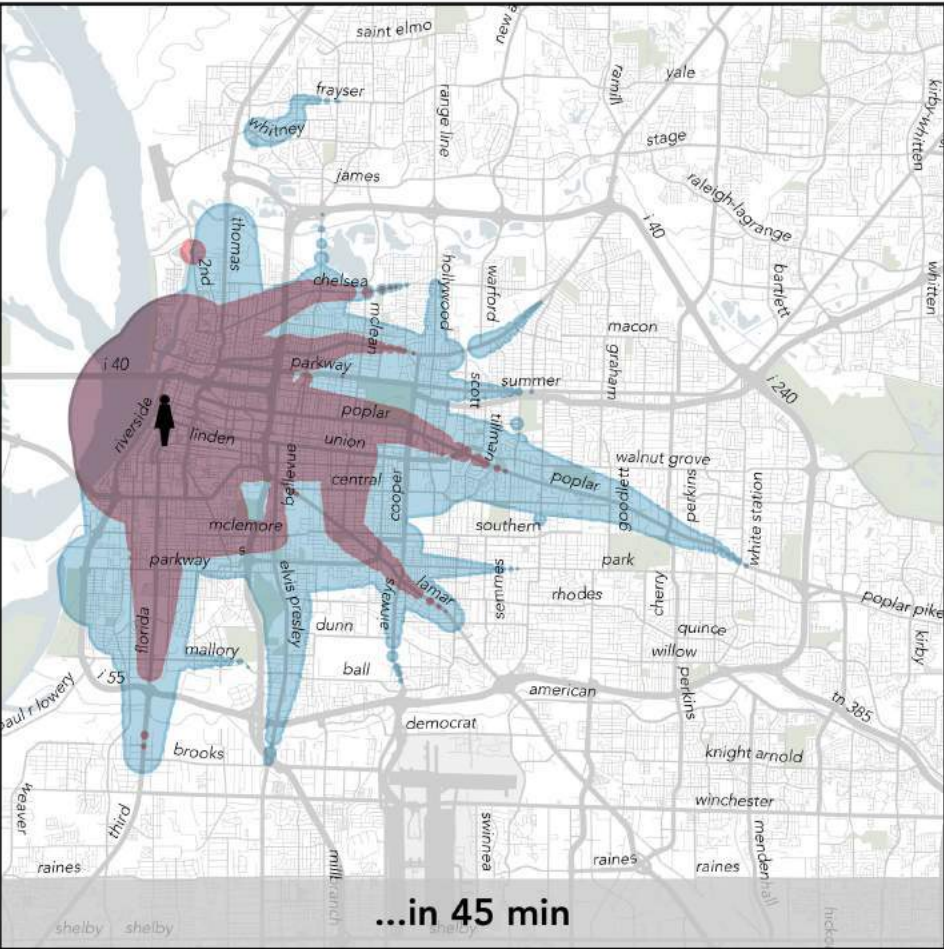
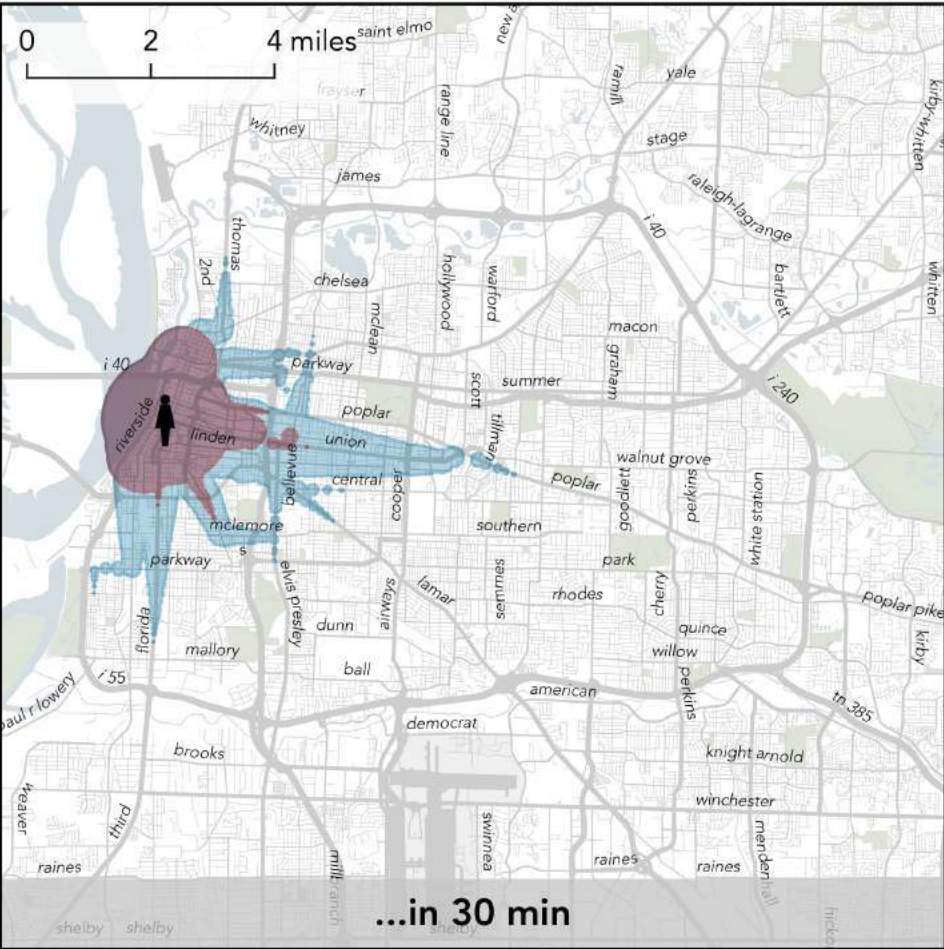
Riders can reach more jobs and residents in the Recommended Plan than in the Existing Network (traveling by transit at noon on weekdays).



	% Change	Existing	Recommended
Residents	+159%	16,000	41,400
Jobs	+56%	48,100	75,200

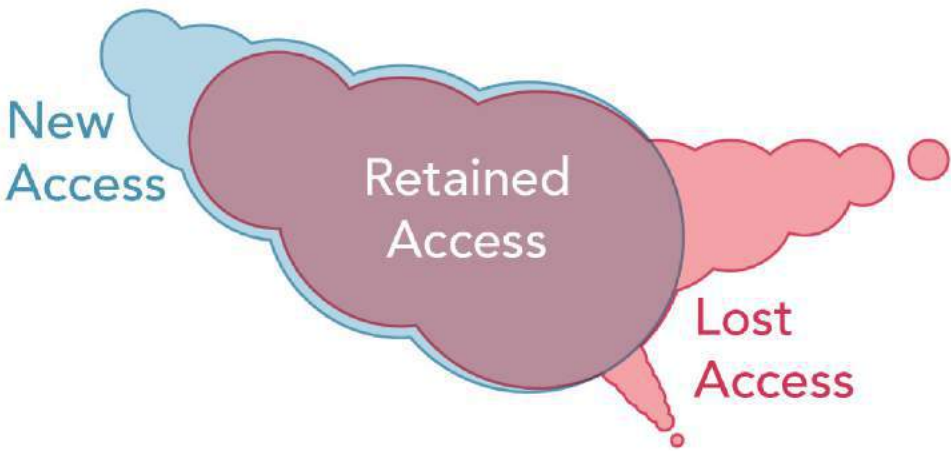
	% Change	Existing	Recommended
Residents	+99%	66,200	131,800
Jobs	+58%	82,900	130,600

	% Change	Existing	Recommended
Residents	+55%	158,600	246,500
Jobs	+54%	139,800	215,600



How far can I travel from FedEx Hub?

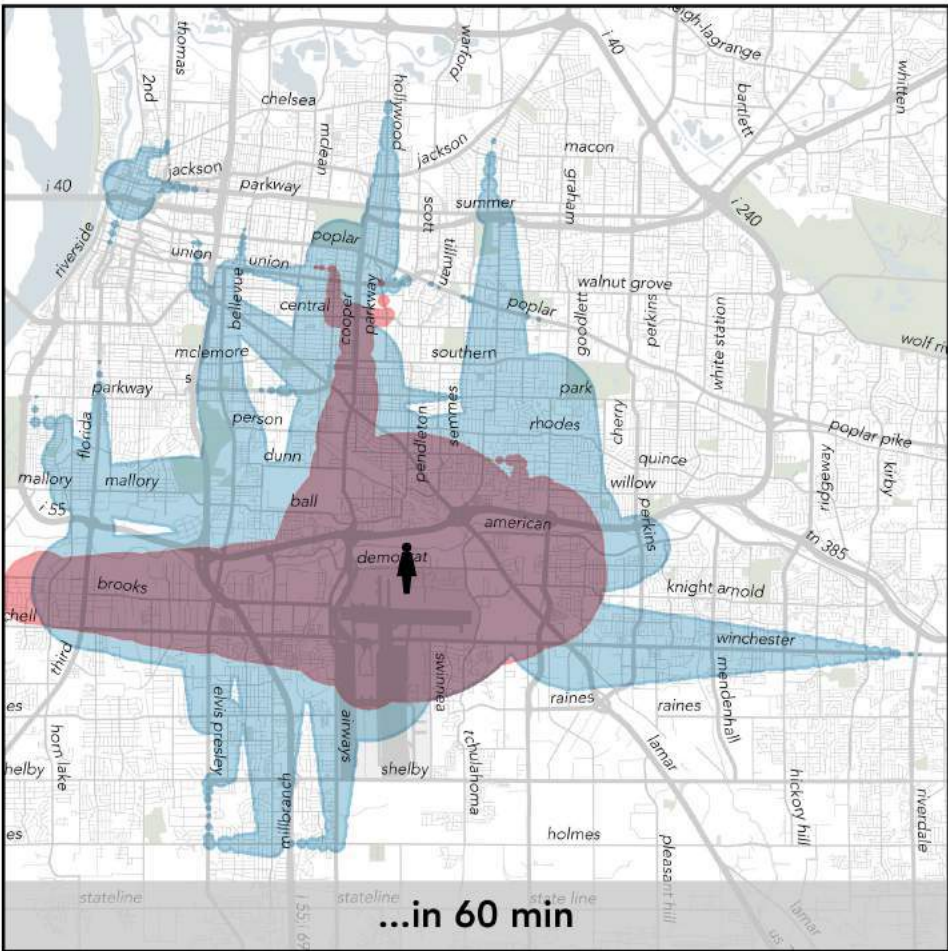
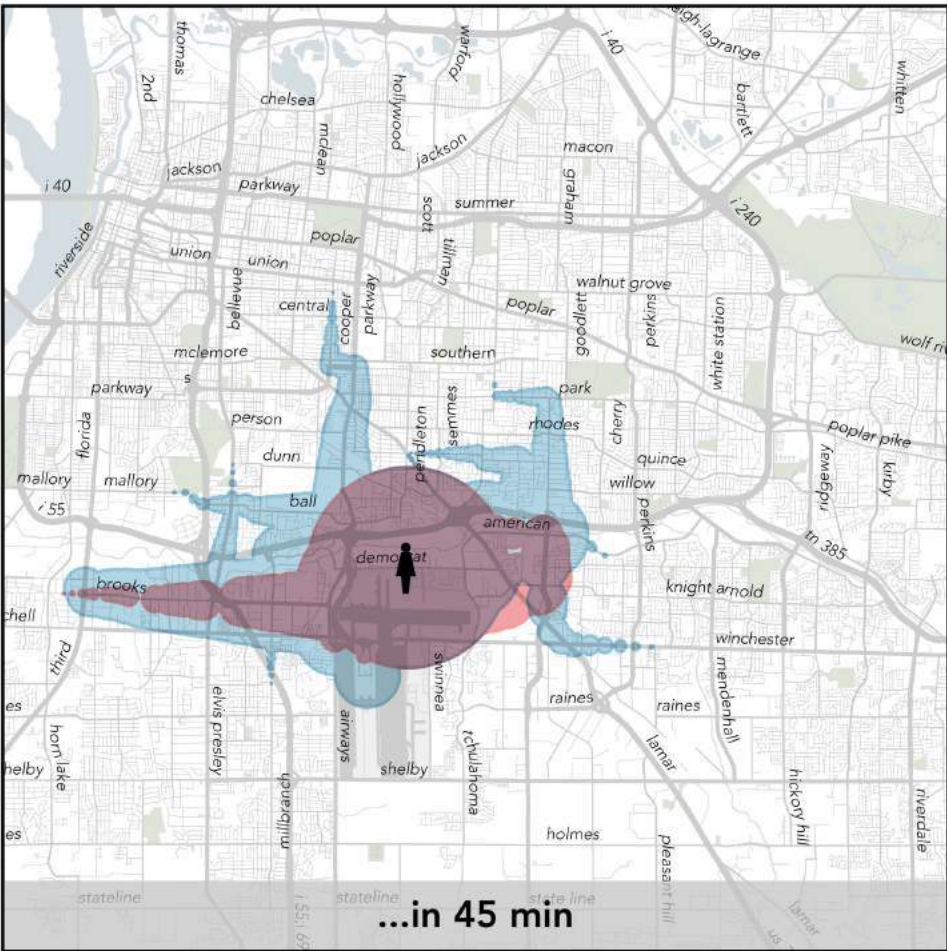
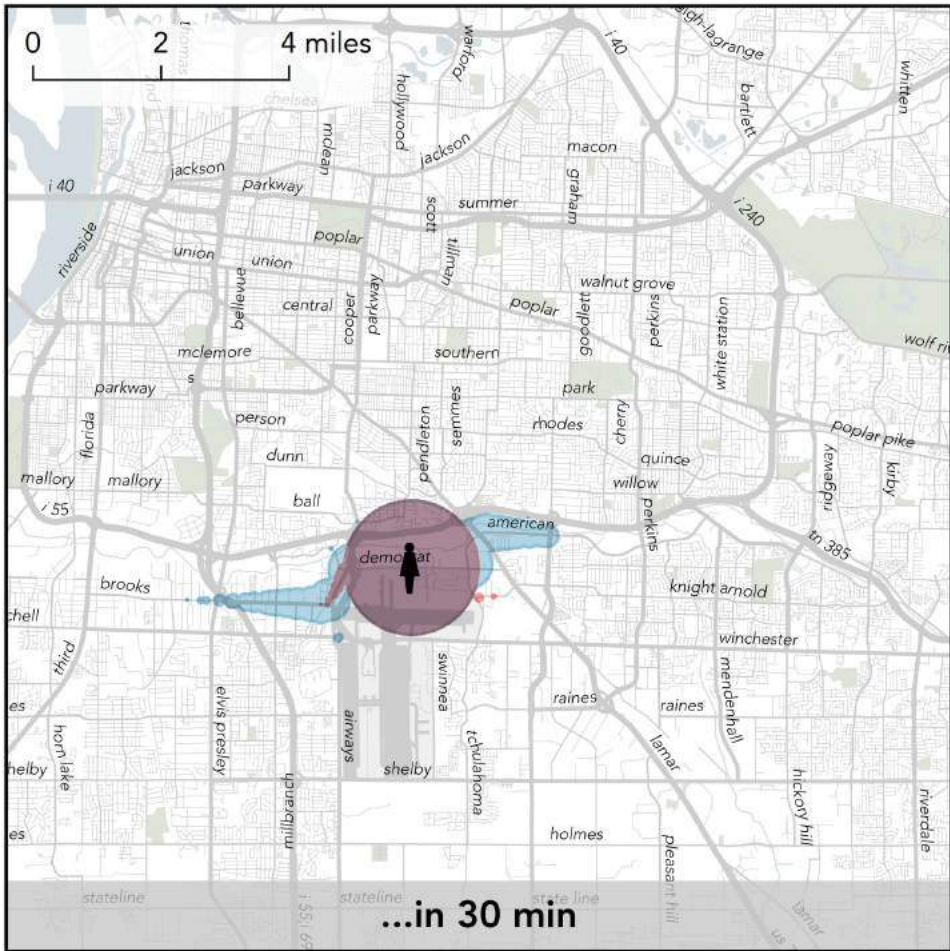
Riders can reach more jobs and residents in the Recommended Plan than in the Existing Network (traveling by transit at noon on weekdays).



	% Change	Existing	Recommended
Residents	+55%	2,000	3,100
Jobs	+33%	18,500	24,500

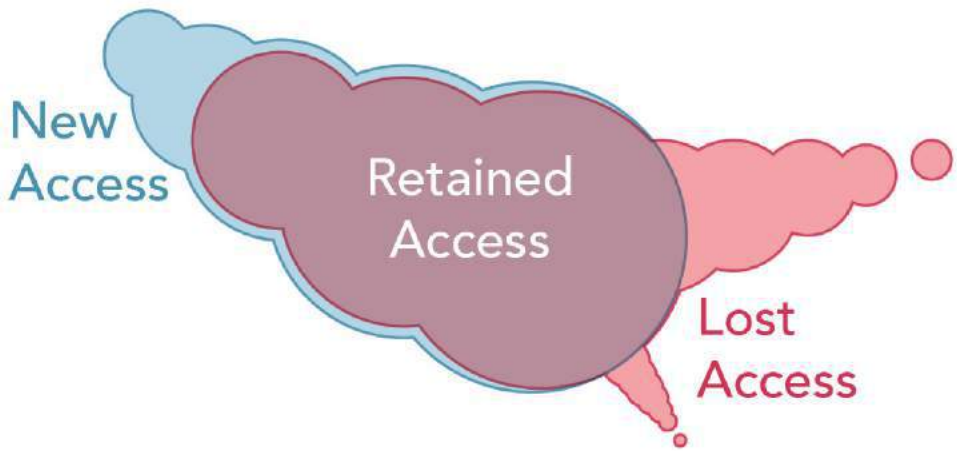
	% Change	Existing	Recommended
Residents	+171%	15,000	40,700
Jobs	+31%	41,700	54,600

	% Change	Existing	Recommended
Residents	+217%	50,500	160,100
Jobs	+99%	64,000	127,300



How far can I travel from Frayser and Overton Crossing?

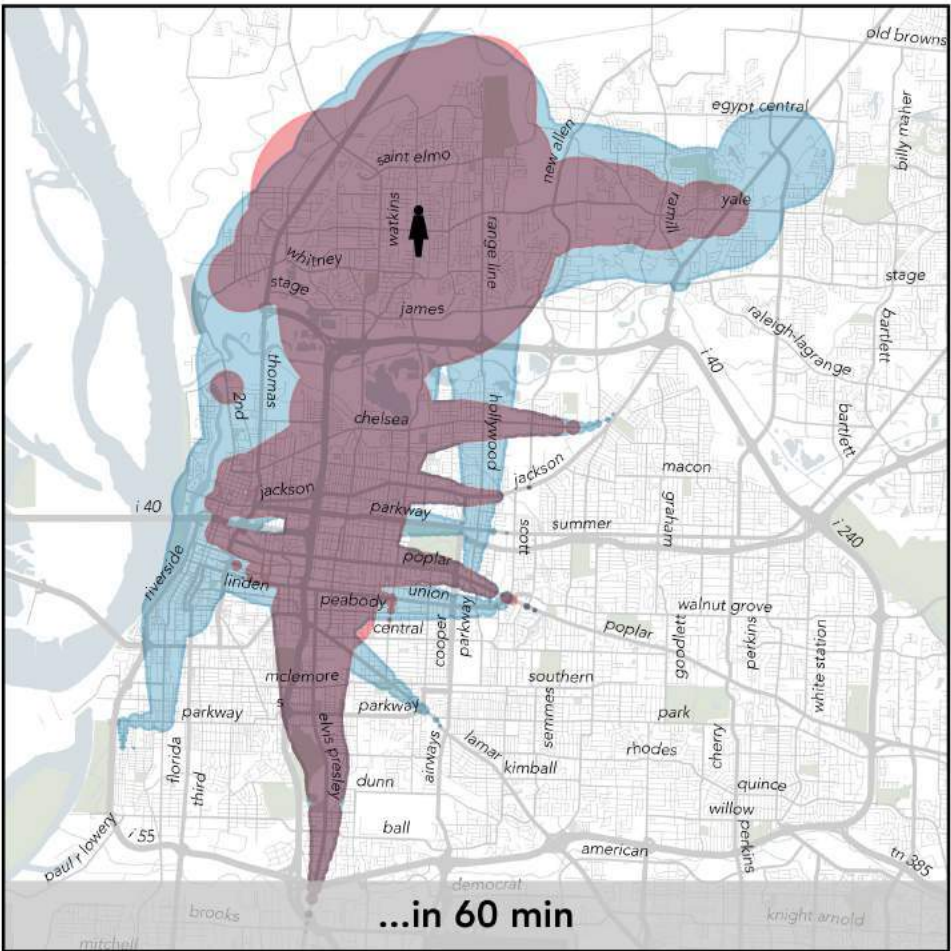
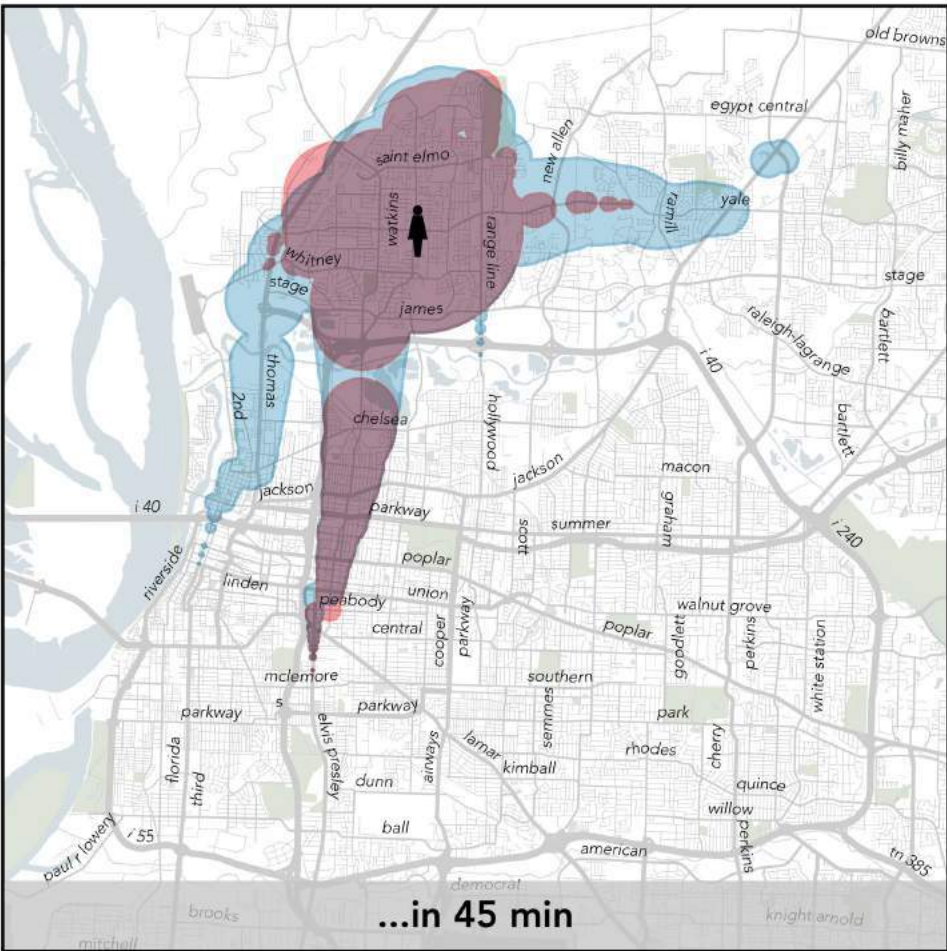
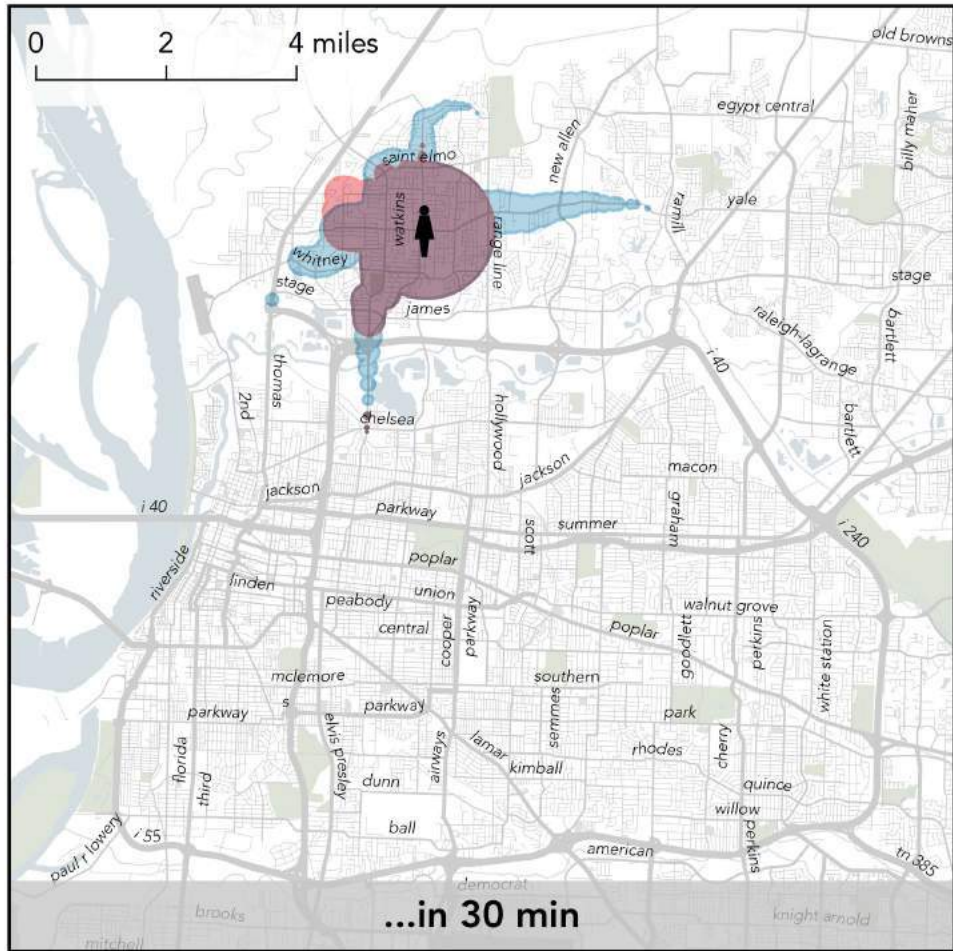
Riders can reach more jobs and residents in the Recommended Plan than in the Existing Network (traveling by transit at noon on weekdays).



	% Change	Existing	Recommended
Residents	+27%	17,300	21,900
Jobs	+32%	2,600	3,500

	% Change	Existing	Recommended
Residents	+33%	46,200	61,500
Jobs	+65%	12,700	21,000

	% Change	Existing	Recommended
Residents	+34%	107,100	143,200
Jobs	+92%	55,200	105,700



How far can I travel from Jackson and Bayliss?

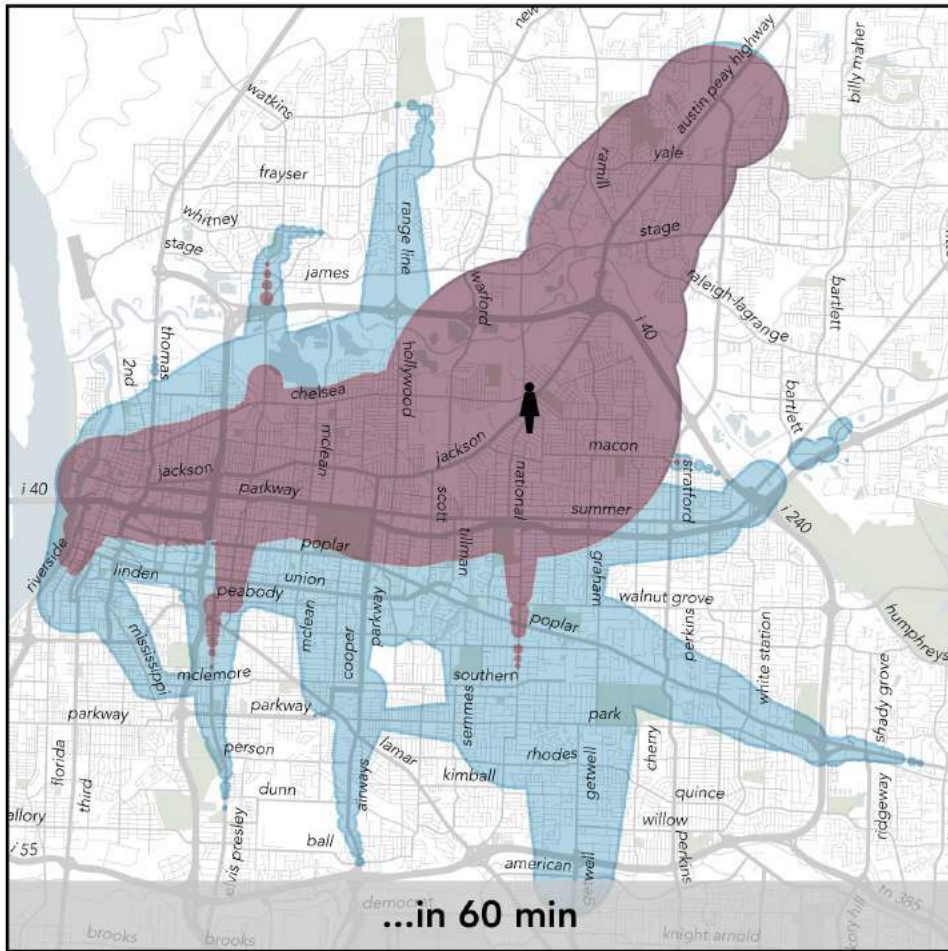
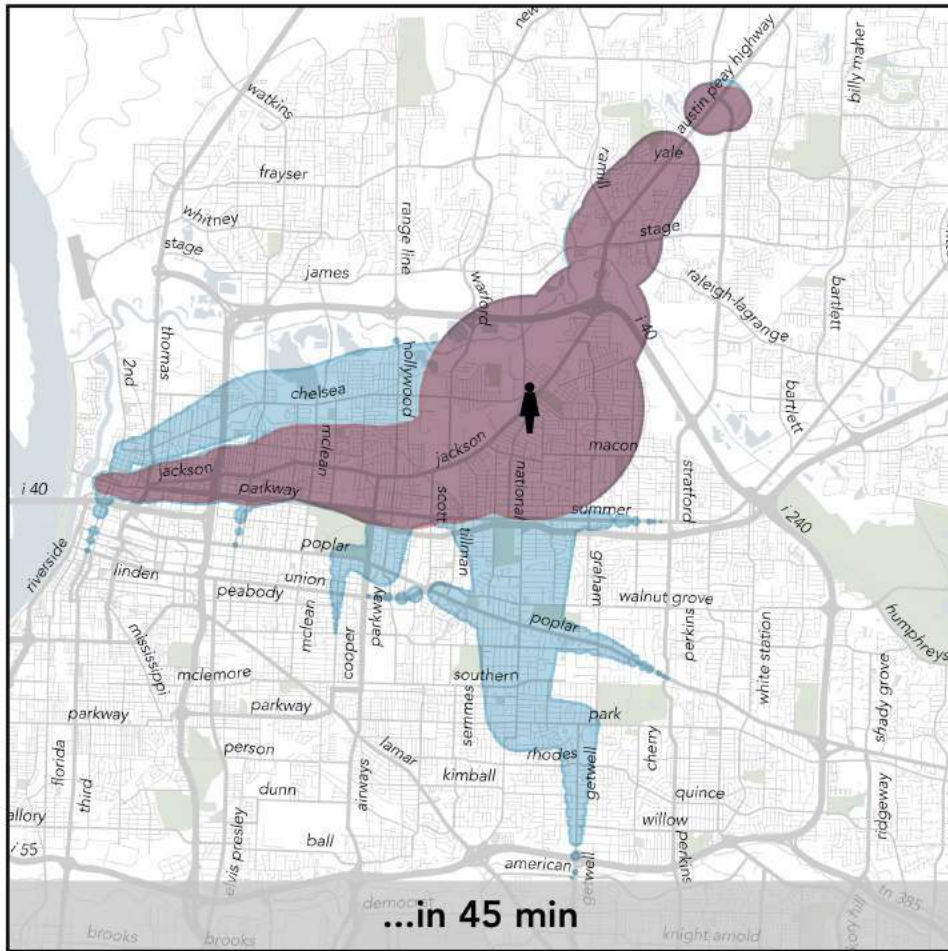
Riders can reach more jobs and residents in the Recommended Plan than in the Existing Network (traveling by transit at noon on weekdays).



	% Change	Existing	Recommended
Residents	+31%	16,100	21,100
Jobs	+31%	6,200	8,100

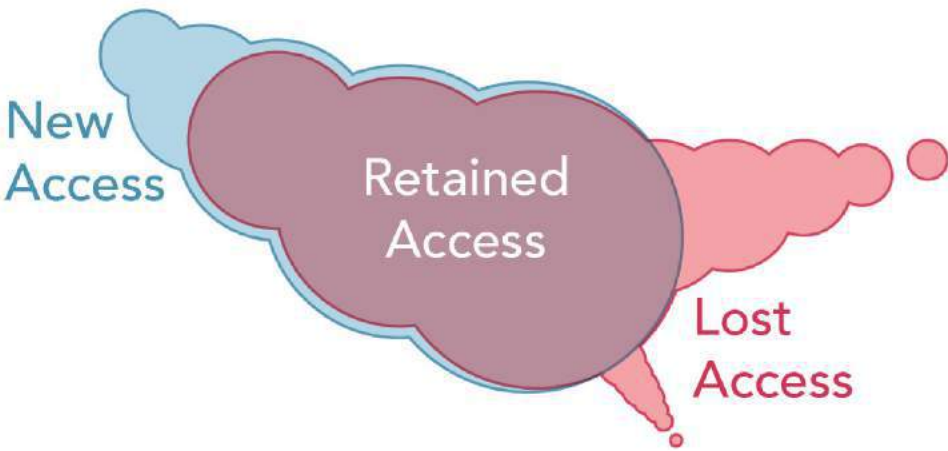
	% Change	Existing	Recommended
Residents	+68%	55,900	94,000
Jobs	+104%	21,500	43,900

	% Change	Existing	Recommended
Residents	+95%	107,000	208,600
Jobs	+141%	67,200	162,000



How far can I travel from Madison and Cooper?

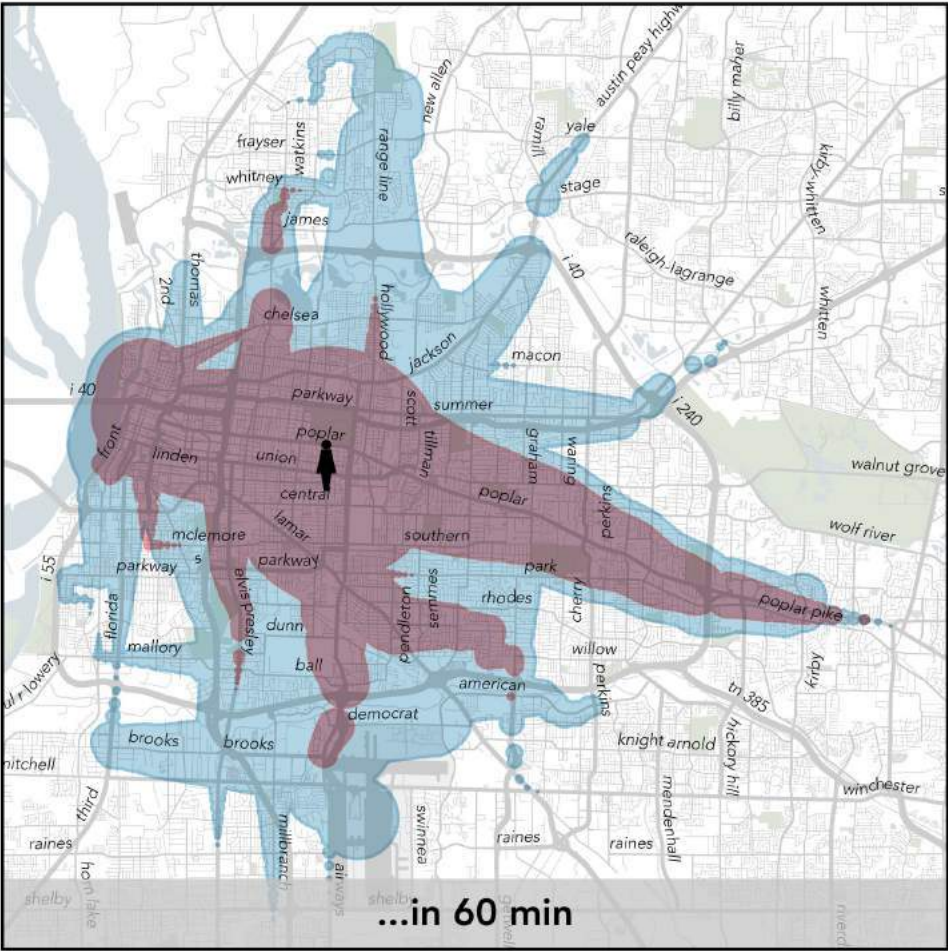
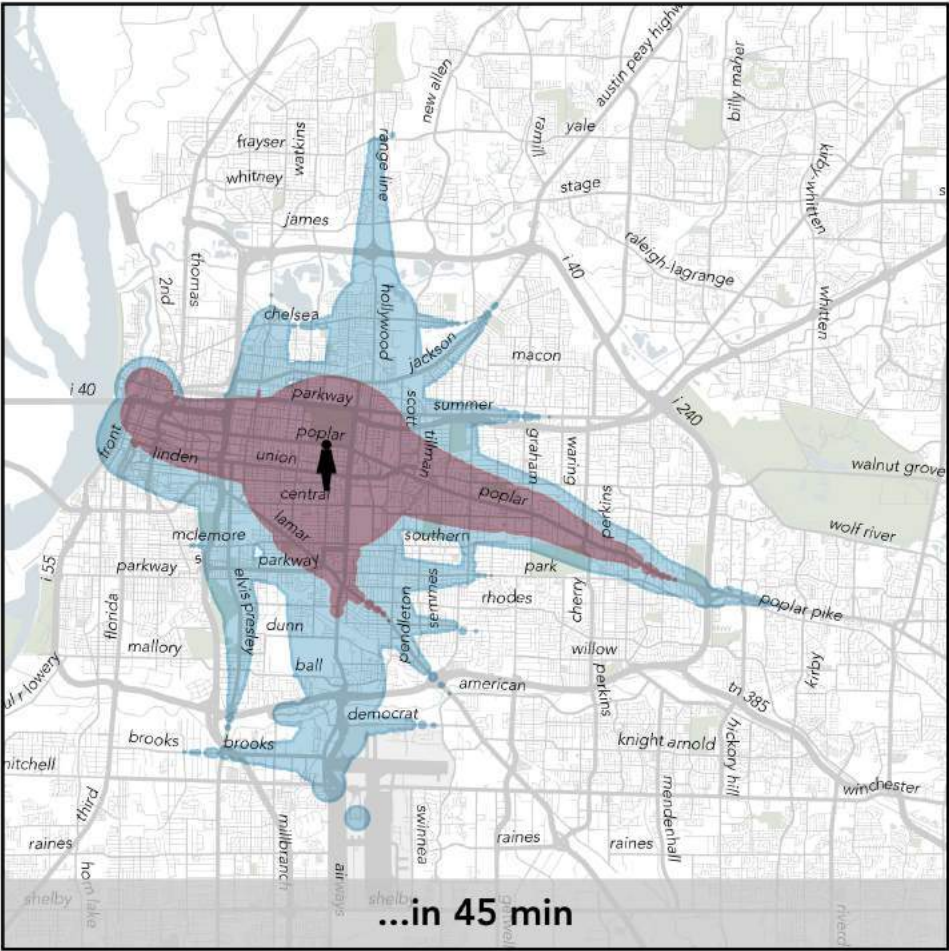
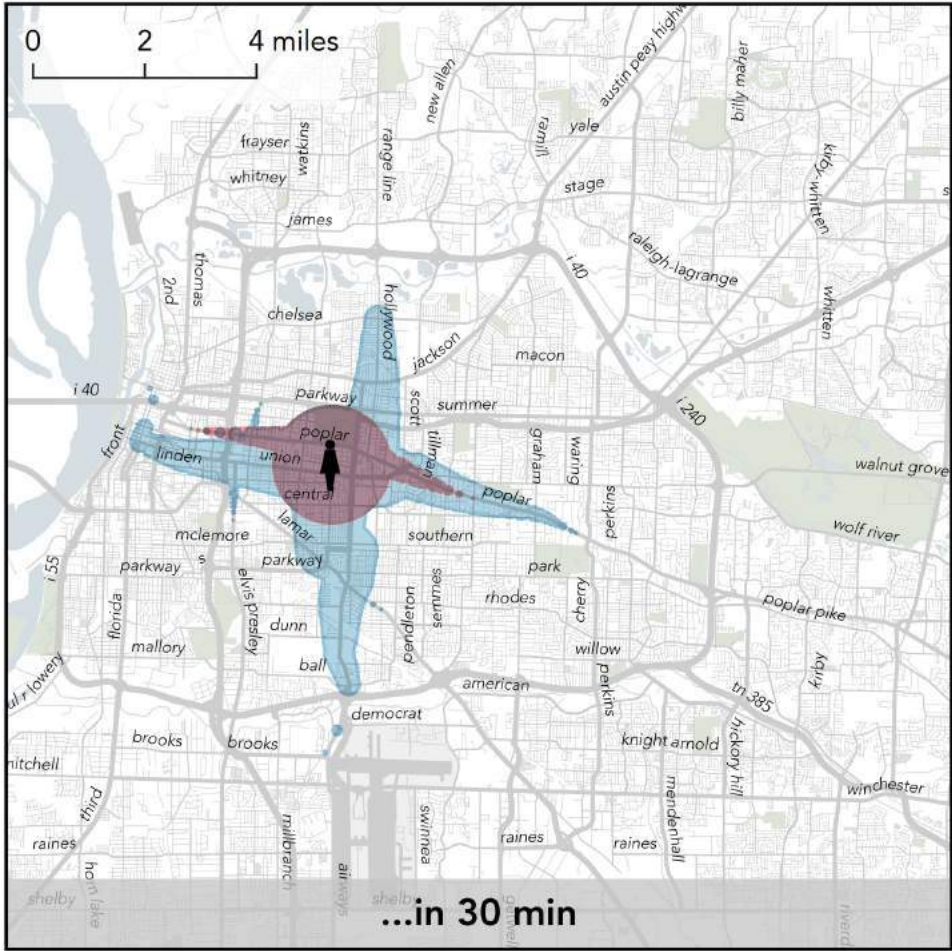
Riders can reach more jobs and residents in the Recommended Plan than in the Existing Network (traveling by transit at noon on weekdays).



	% Change	Existing	Recommended
Residents	+163%	17,200	45,300
Jobs	+199%	18,500	55,300

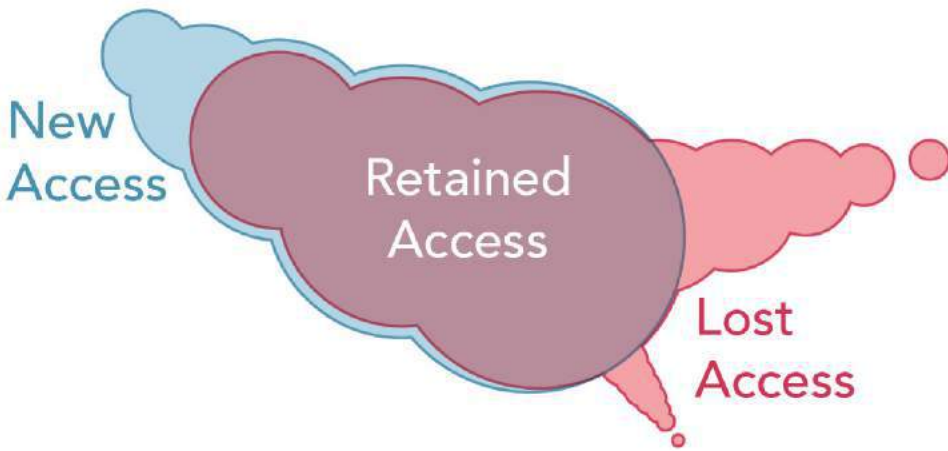
	% Change	Existing	Recommended
Residents	+120%	61,800	135,800
Jobs	+91%	78,600	150,100

	% Change	Existing	Recommended
Residents	+90%	139,700	265,500
Jobs	+60%	153,700	246,300



How far can I travel from Medical District?

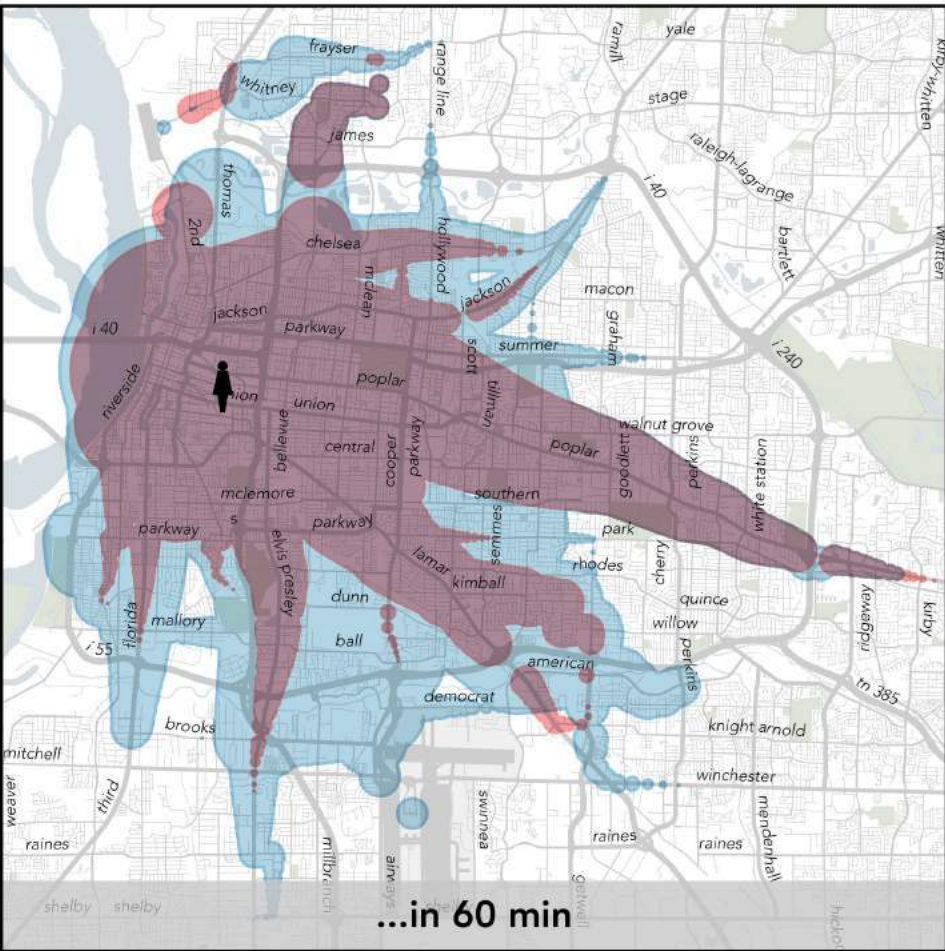
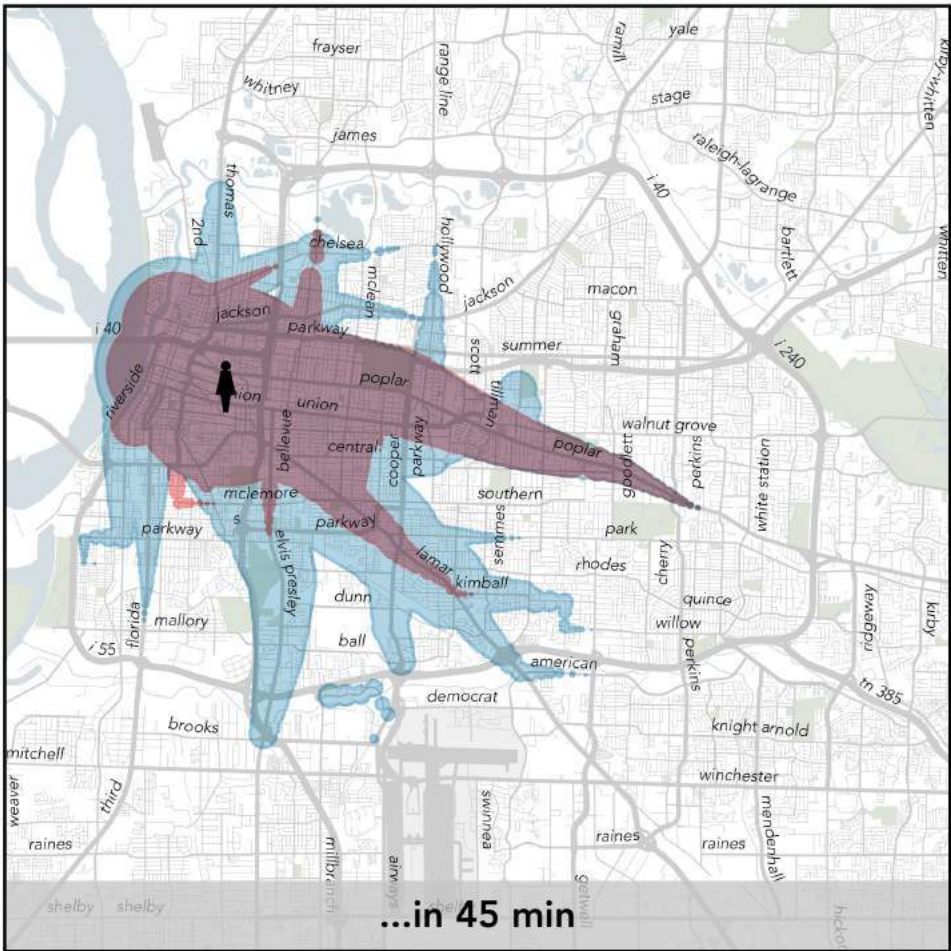
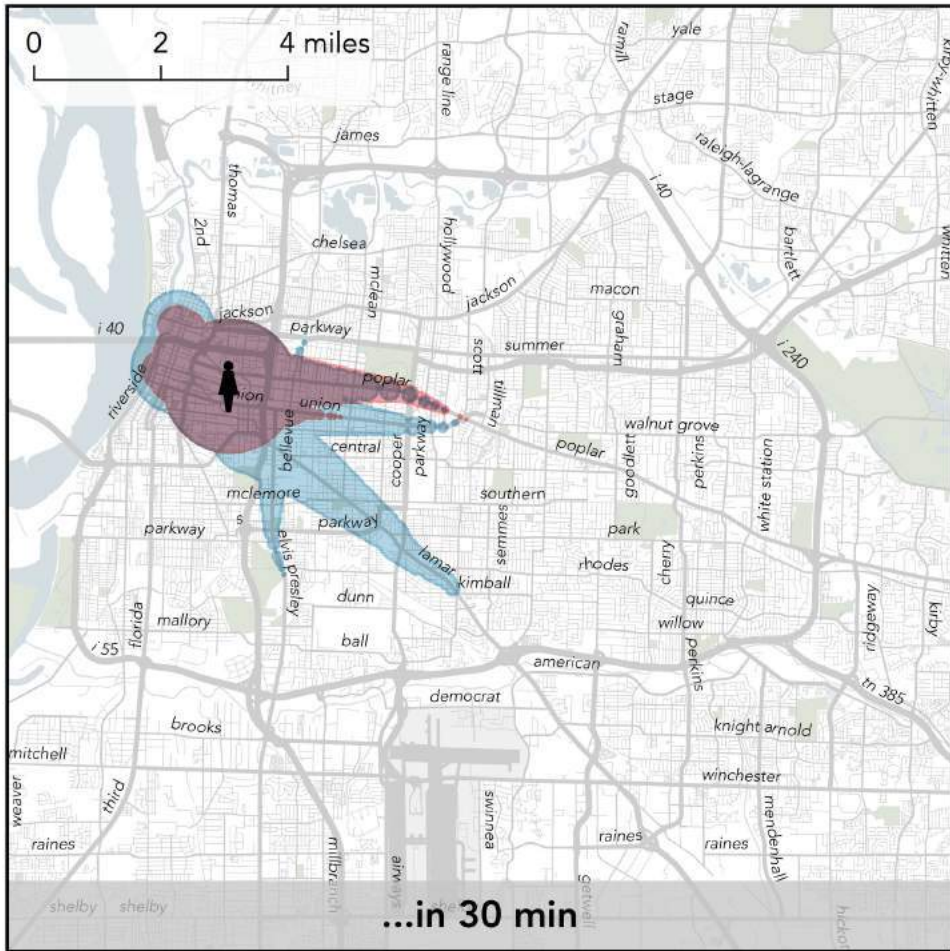
Riders can reach more jobs and residents in the Recommended Plan than in the Existing Network (traveling by transit at noon on weekdays).



	% Change	Existing	Recommended
Residents	+73%	24,100	41,800
Jobs	+30%	50,800	65,900

	% Change	Existing	Recommended
Residents	+71%	69,600	118,800
Jobs	+34%	90,400	120,800

	% Change	Existing	Recommended
Residents	+48%	159,900	236,500
Jobs	+39%	155,600	216,900



How far can I travel from New Chicago Neighborhood?

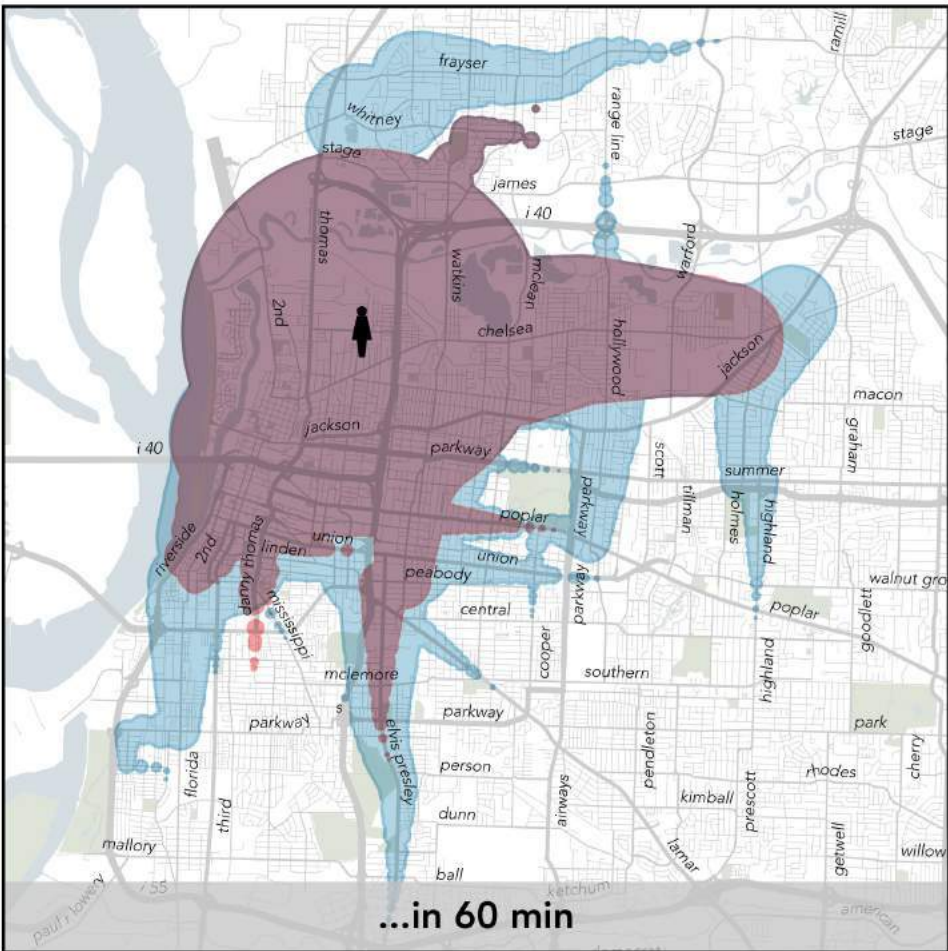
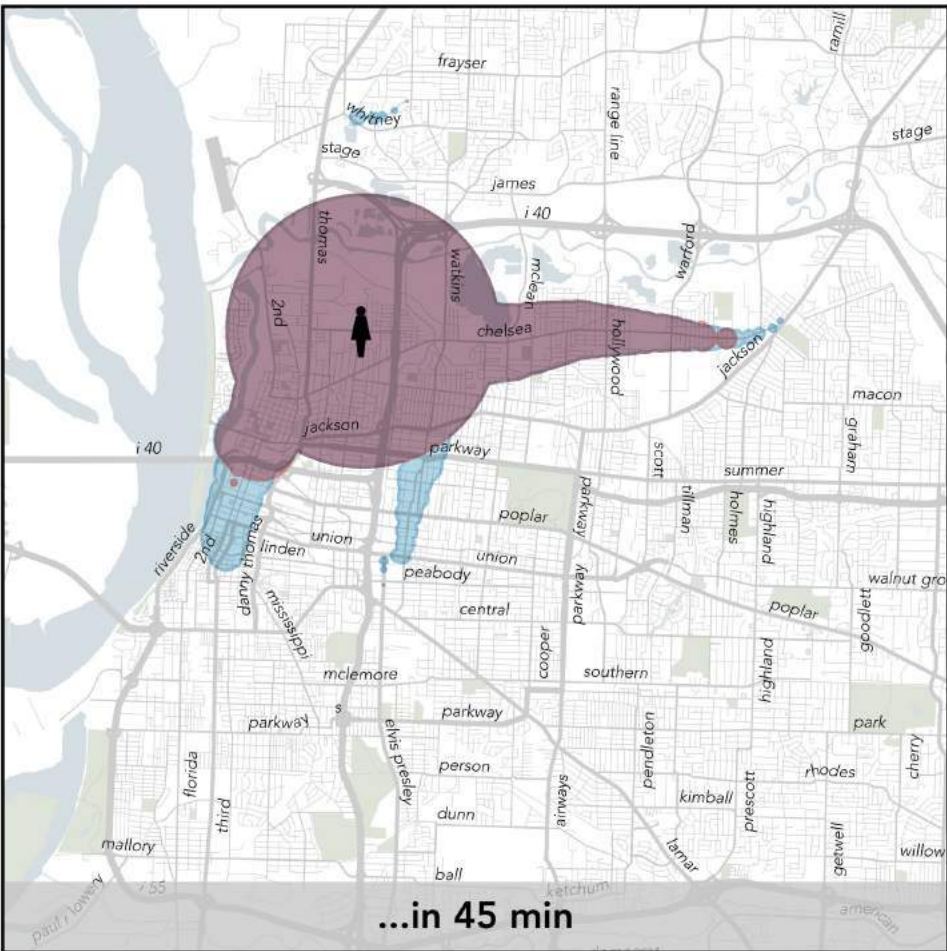
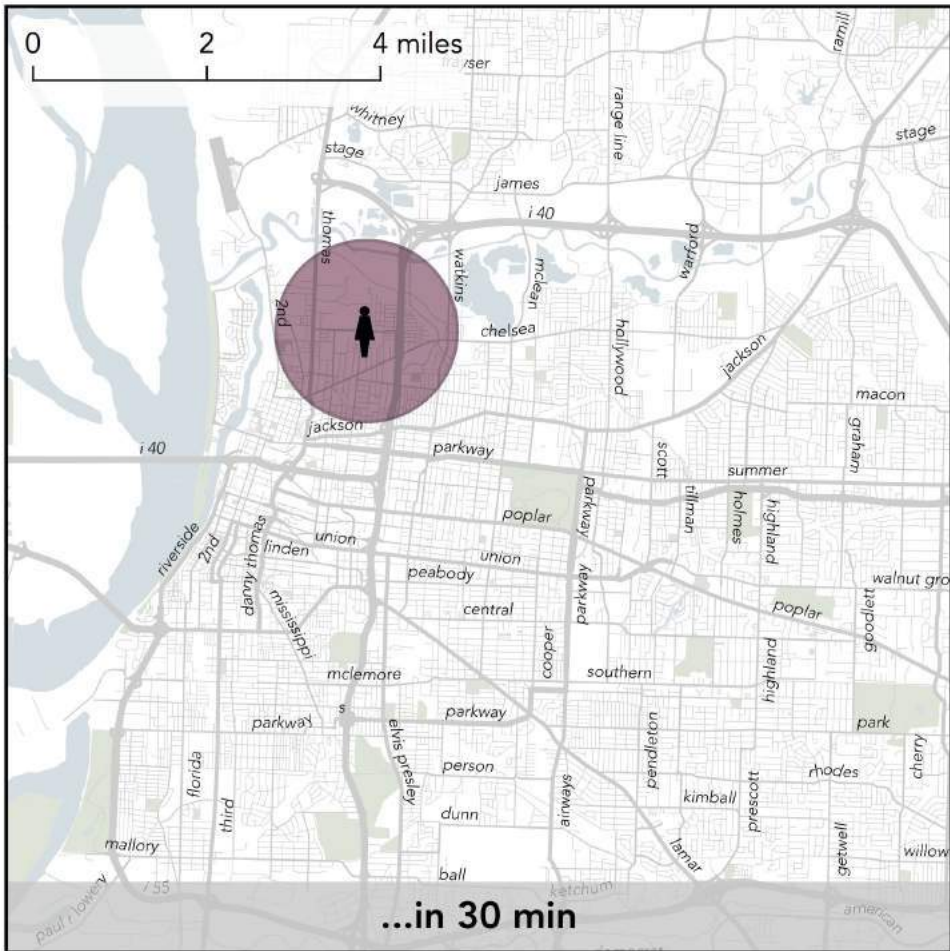
Riders can reach more jobs and residents in the Recommended Plan than in the Existing Network (traveling by transit at noon on weekdays).



	% Change	Existing	Recommended
Residents	0%	7,100	7,100
Jobs	0%	5,400	5,400

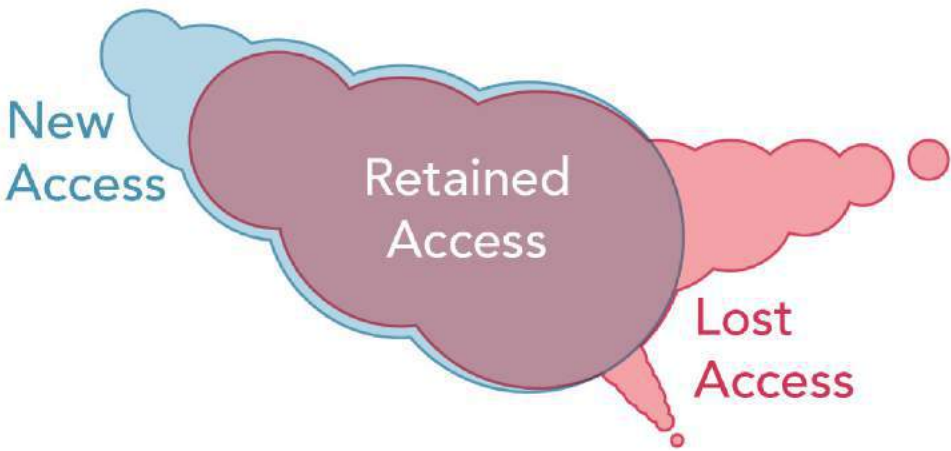
	% Change	Existing	Recommended
Residents	+30%	23,900	31,000
Jobs	+115%	19,300	41,600

	% Change	Existing	Recommended
Residents	+63%	63,600	104,000
Jobs	+31%	75,900	99,100



How far can I travel from Poplar and Ridgeway?

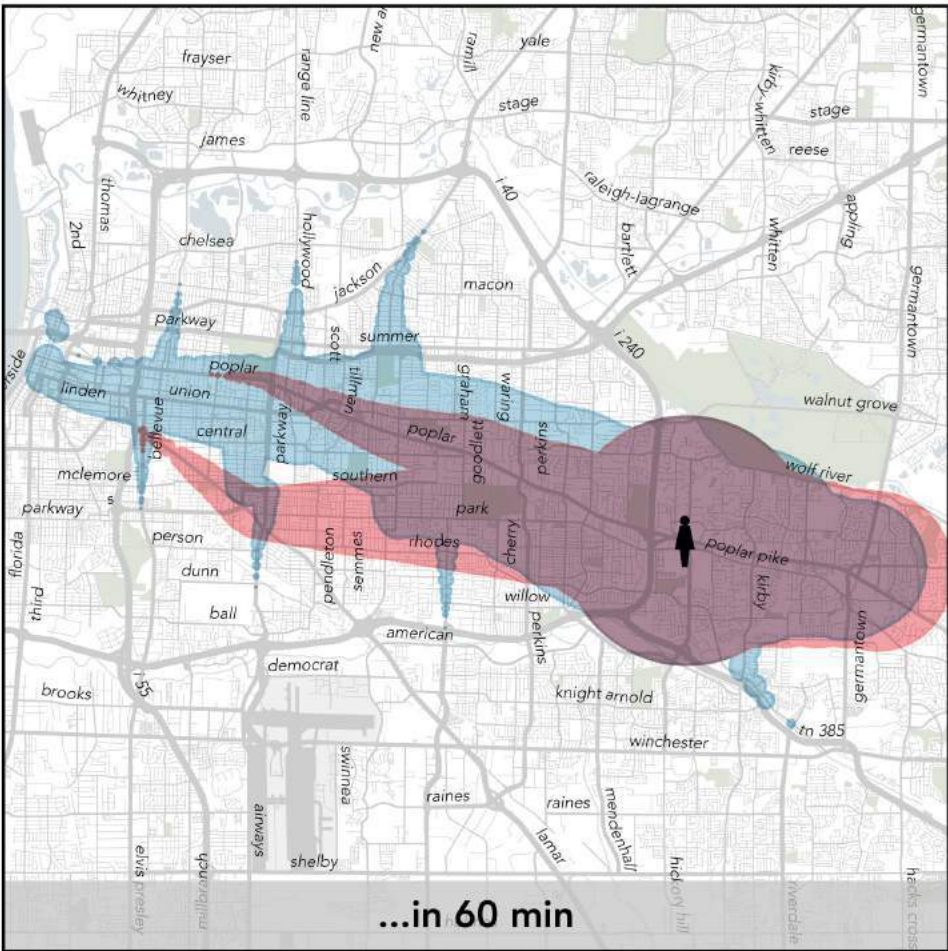
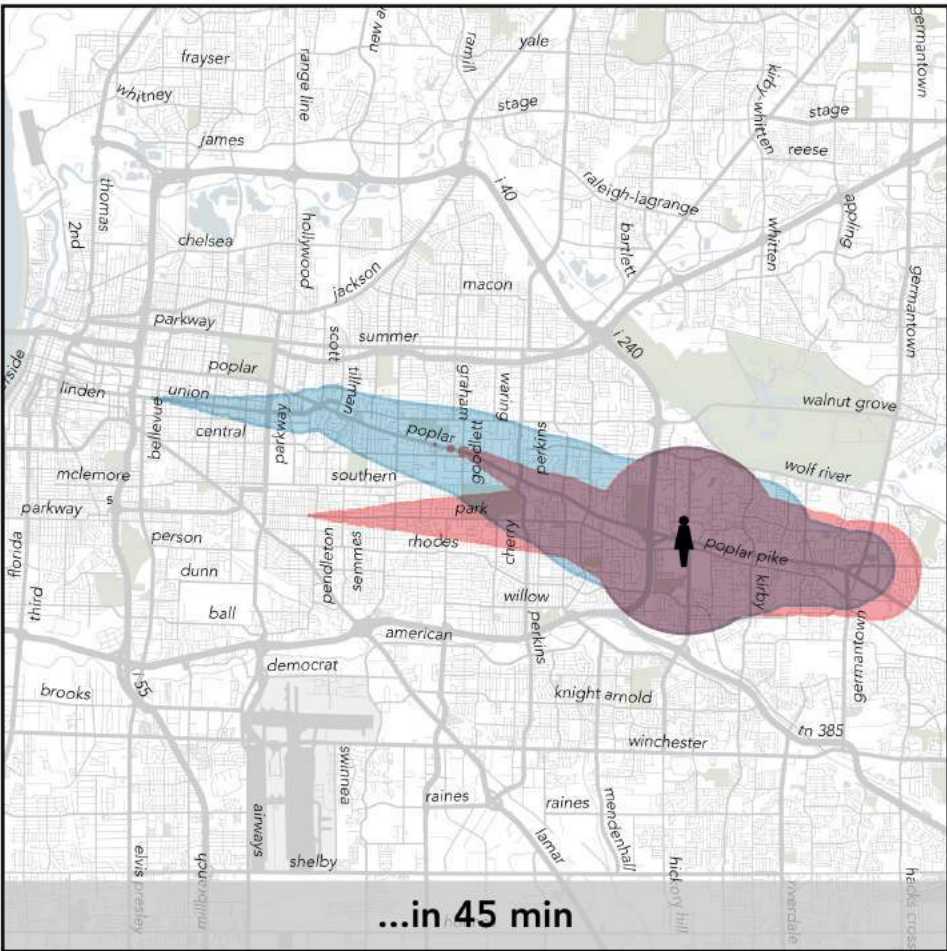
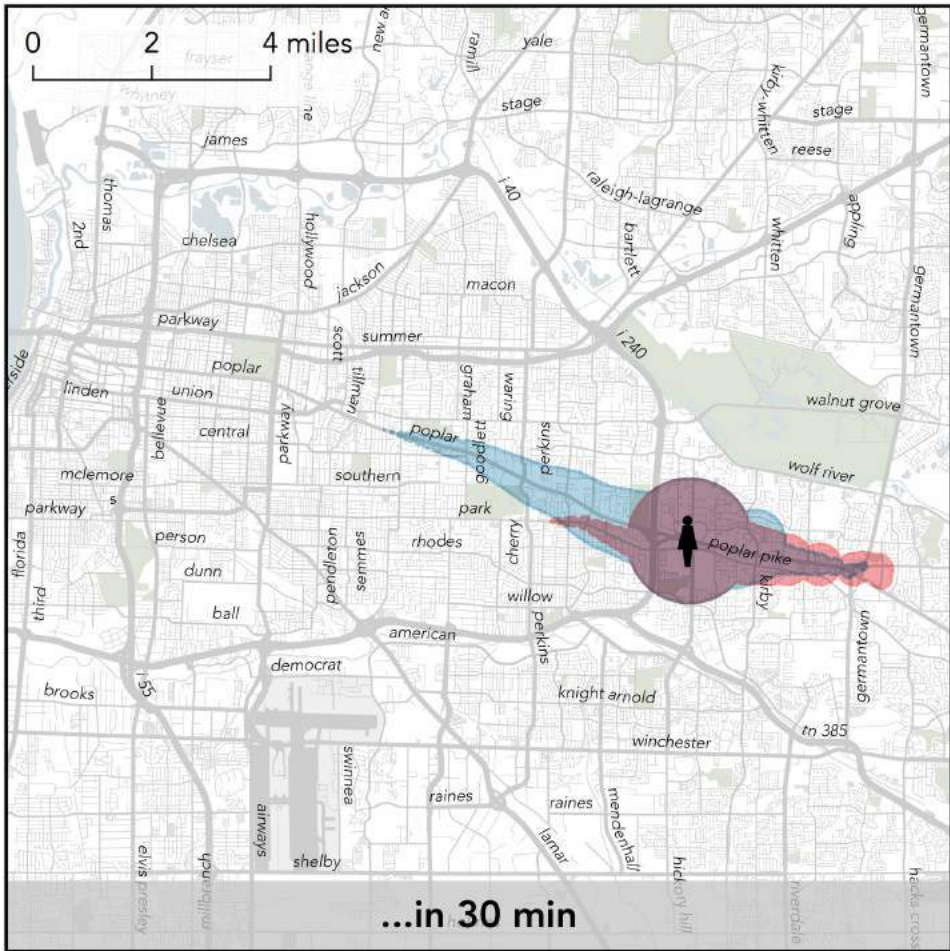
Riders can reach more jobs and residents in the Recommended Plan than in the Existing Network (traveling by transit at noon on weekdays).



	% Change	Existing	Recommended
Residents	+38%	13,200	18,200
Jobs	+29%	35,300	45,500

	% Change	Existing	Recommended
Residents	+26%	40,100	50,500
Jobs	+35%	60,200	81,500

	% Change	Existing	Recommended
Residents	+35%	94,100	126,600
Jobs	+60%	94,700	151,800



How far can I travel from Riverview Neighborhood?

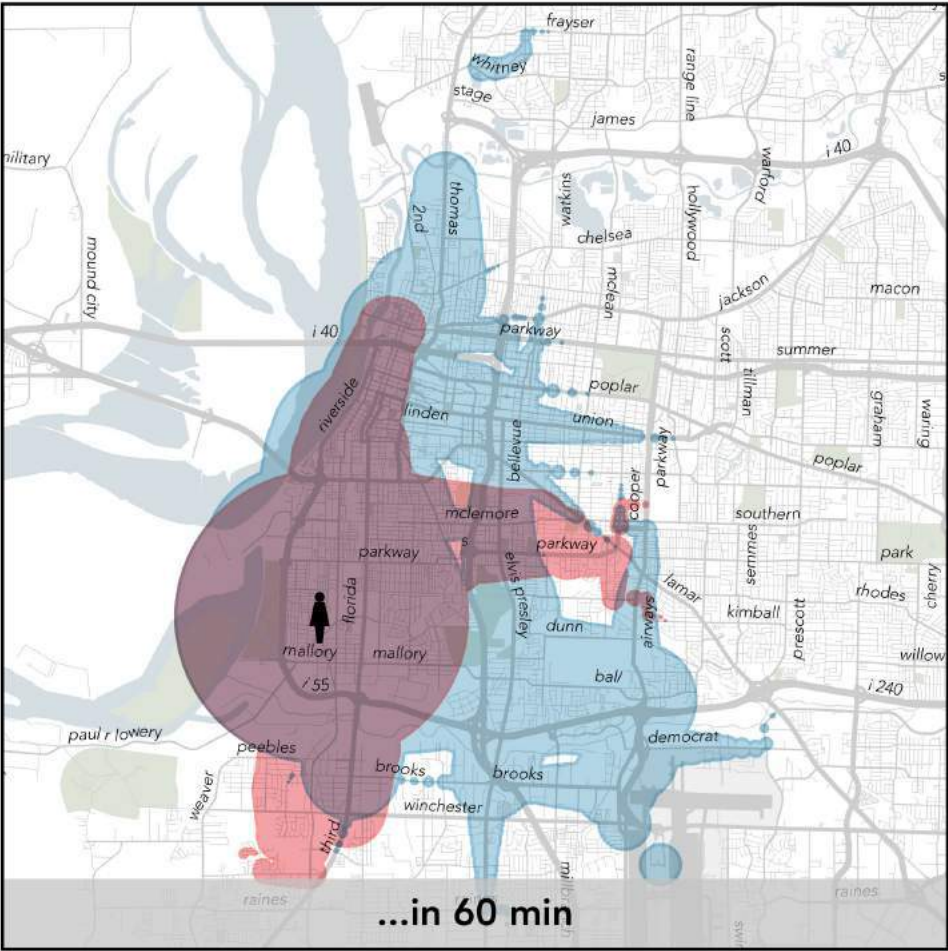
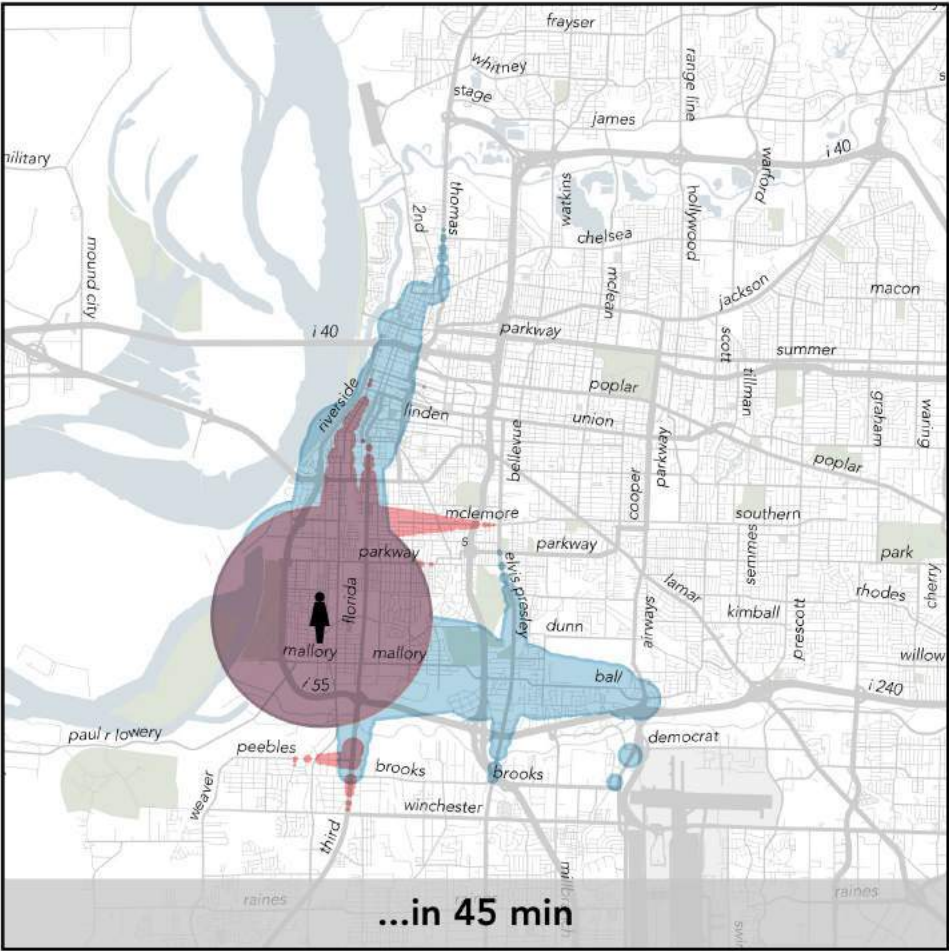
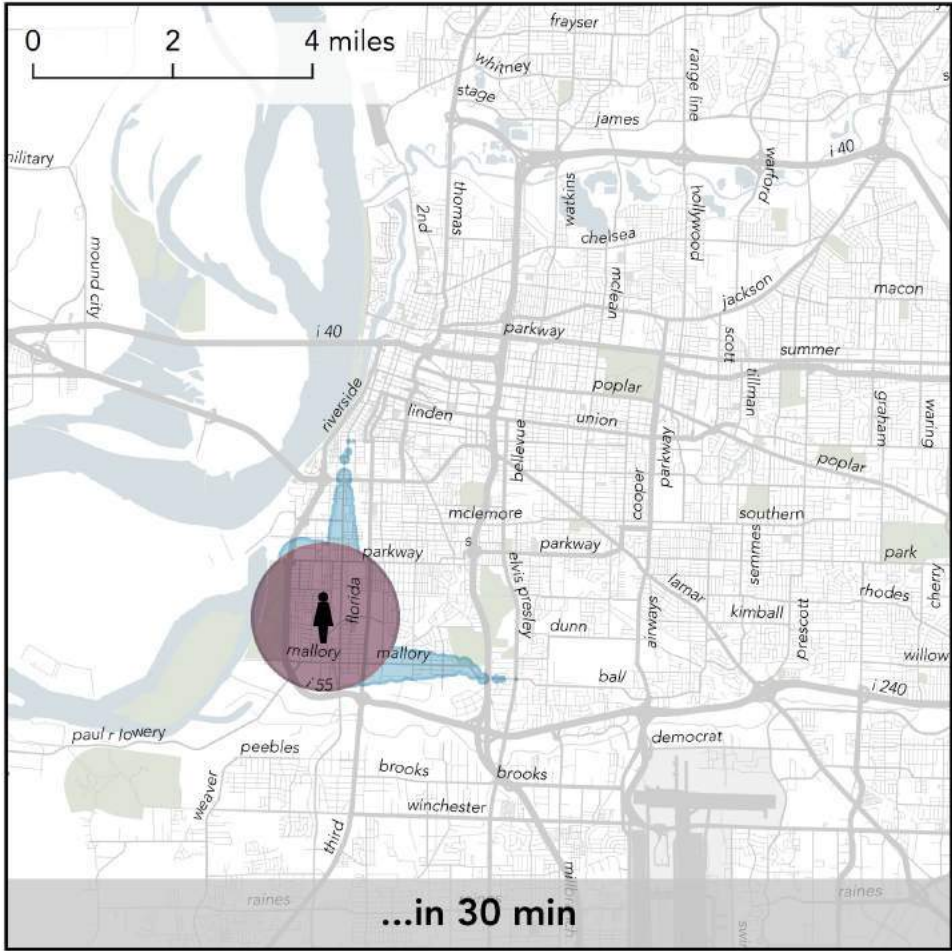
Riders can reach more jobs and residents in the Recommended Plan than in the Existing Network (traveling by transit at noon on weekdays).



	% Change	Existing	Recommended
Residents	+18%	8,400	10,000
Jobs	+33%	6,100	8,200

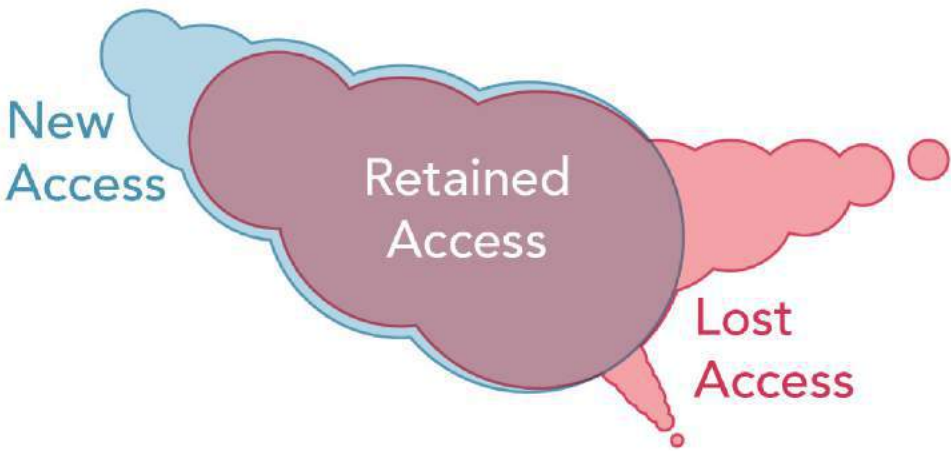
	% Change	Existing	Recommended
Residents	+103%	17,500	35,500
Jobs	+266%	14,400	52,900

	% Change	Existing	Recommended
Residents	+71%	52,100	89,200
Jobs	+107%	59,100	122,200



How far can I travel from Southwest Tennessee Community College?

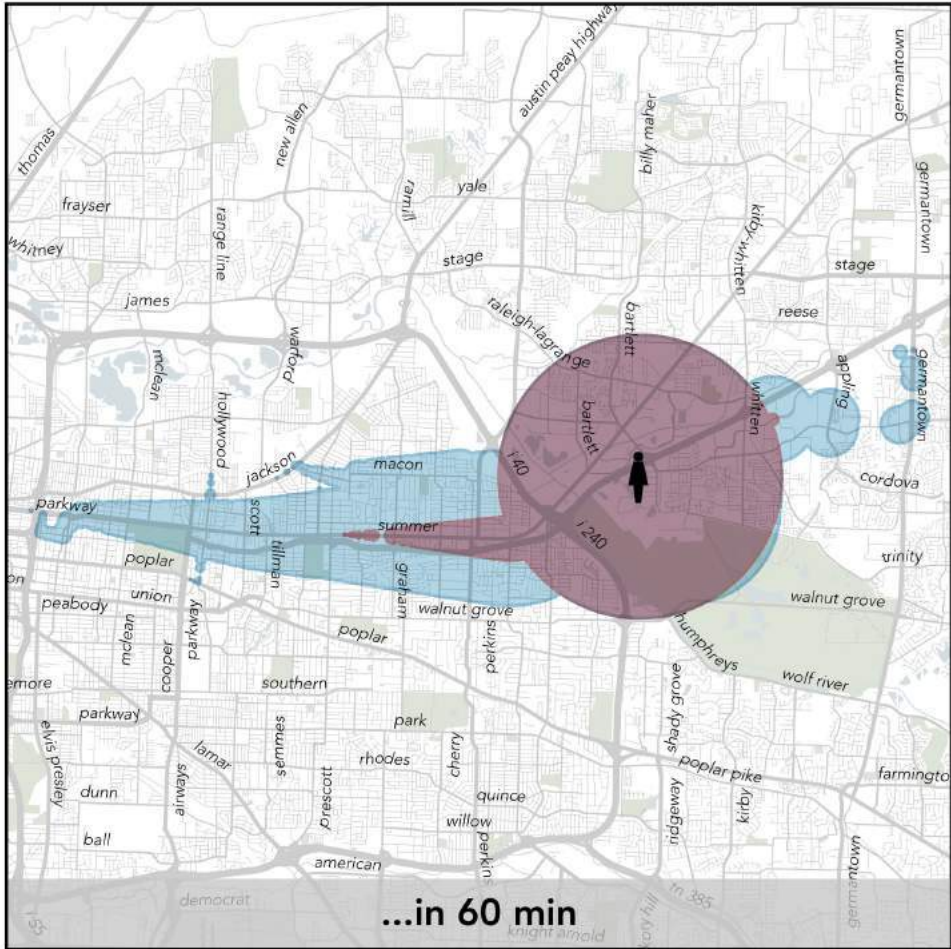
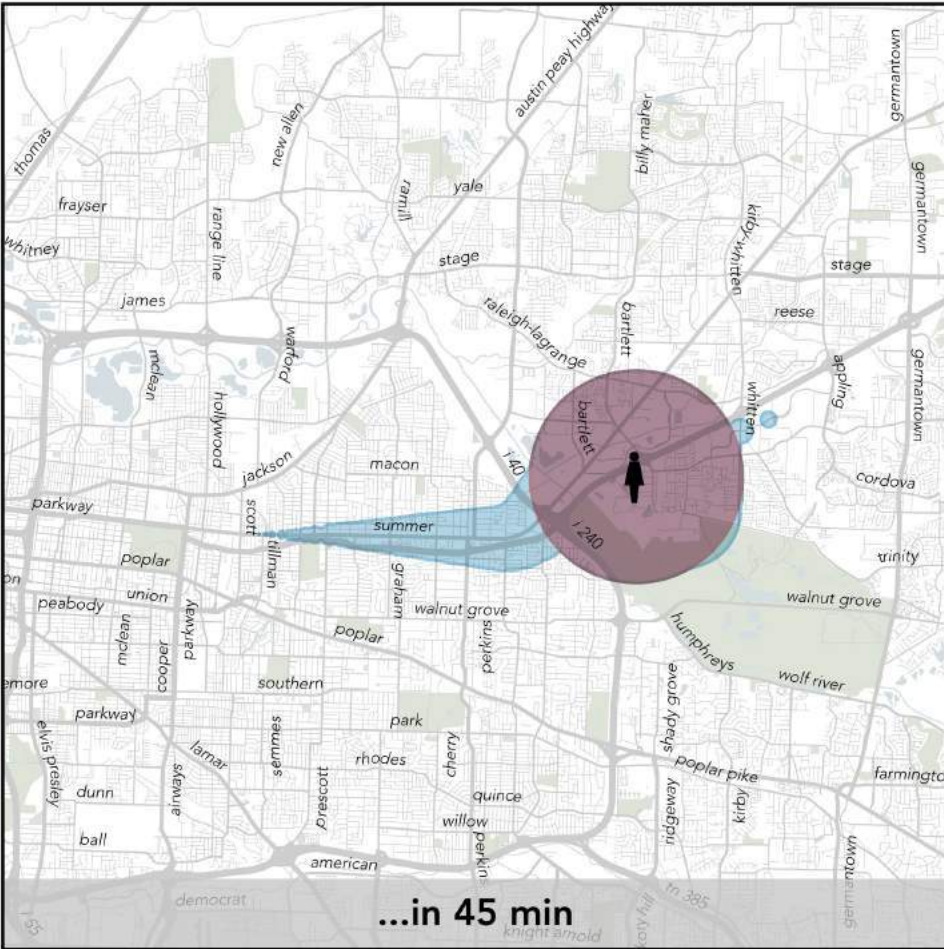
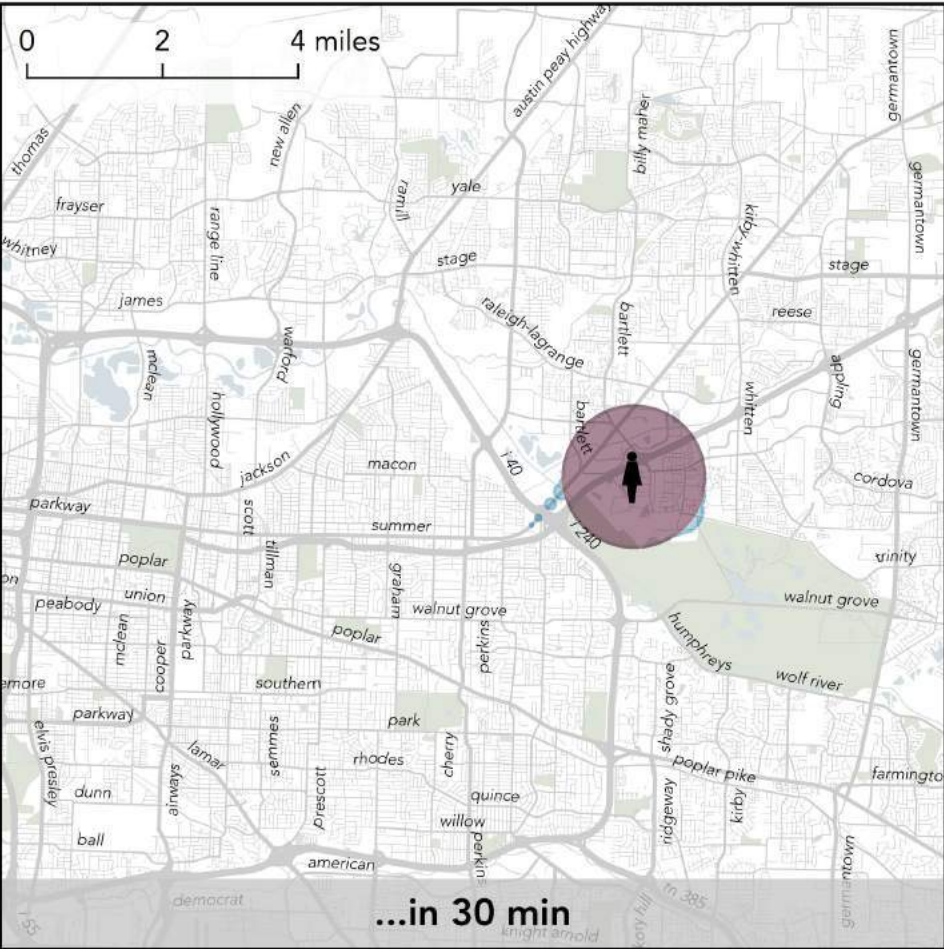
Riders can reach more jobs and residents in the Recommended Plan than in the Existing Network (traveling by transit at noon on weekdays).



	% Change	Existing	Recommended
Residents	+2%	8,700	8,900
Jobs	+1%	8,800	8,900

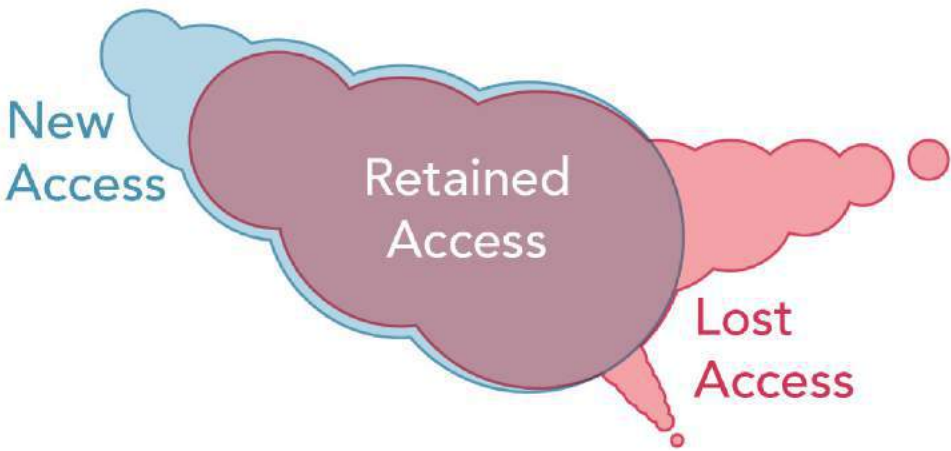
	% Change	Existing	Recommended
Residents	+55%	17,400	26,900
Jobs	+37%	15,100	20,700

	% Change	Existing	Recommended
Residents	+105%	35,300	72,100
Jobs	+55%	26,400	40,900



How far can I travel from University of Memphis?

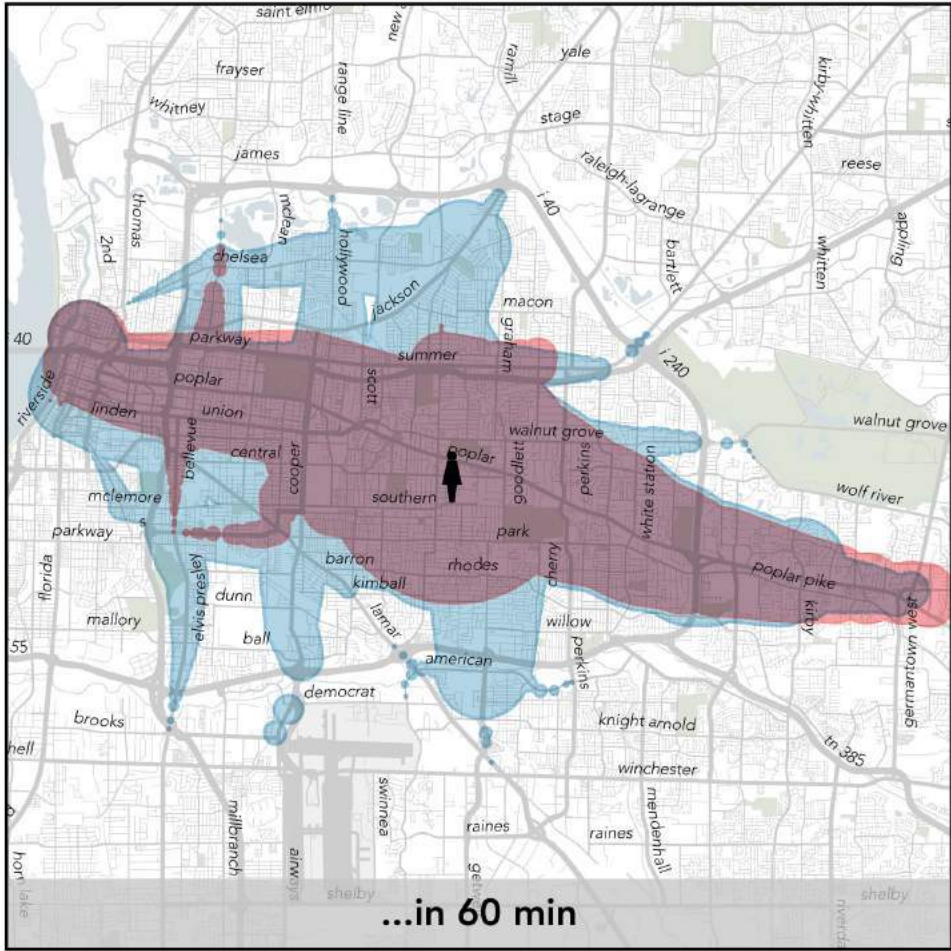
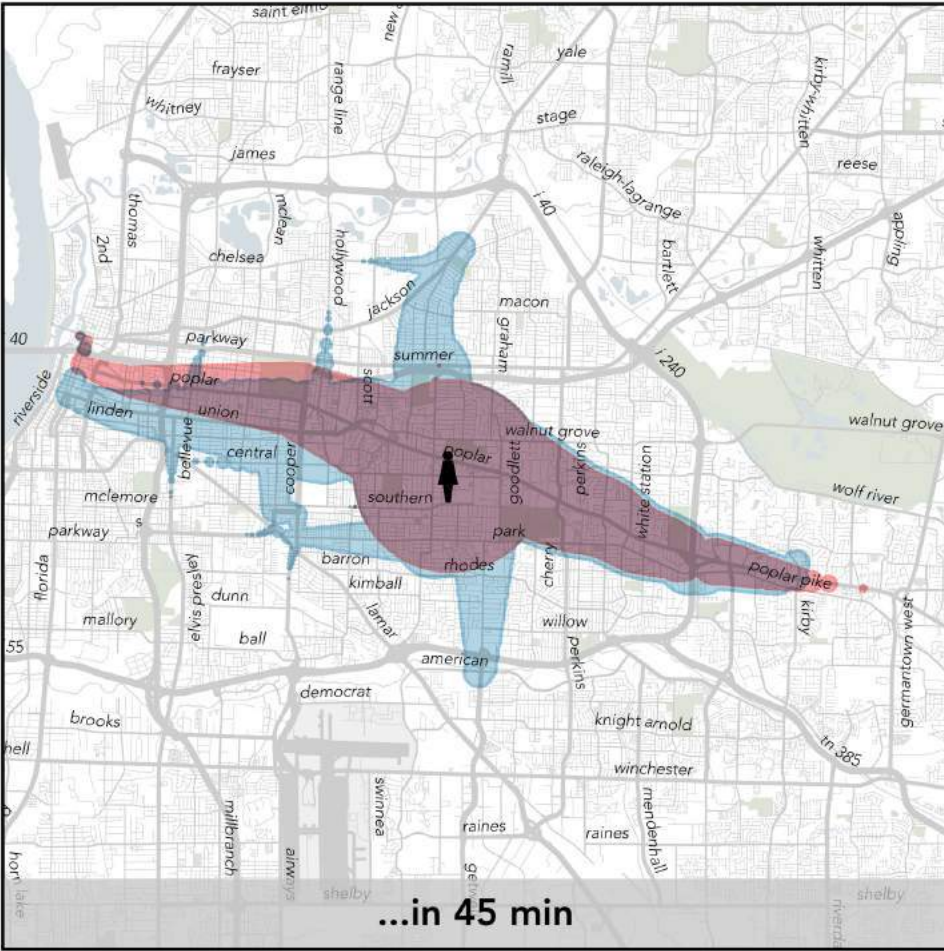
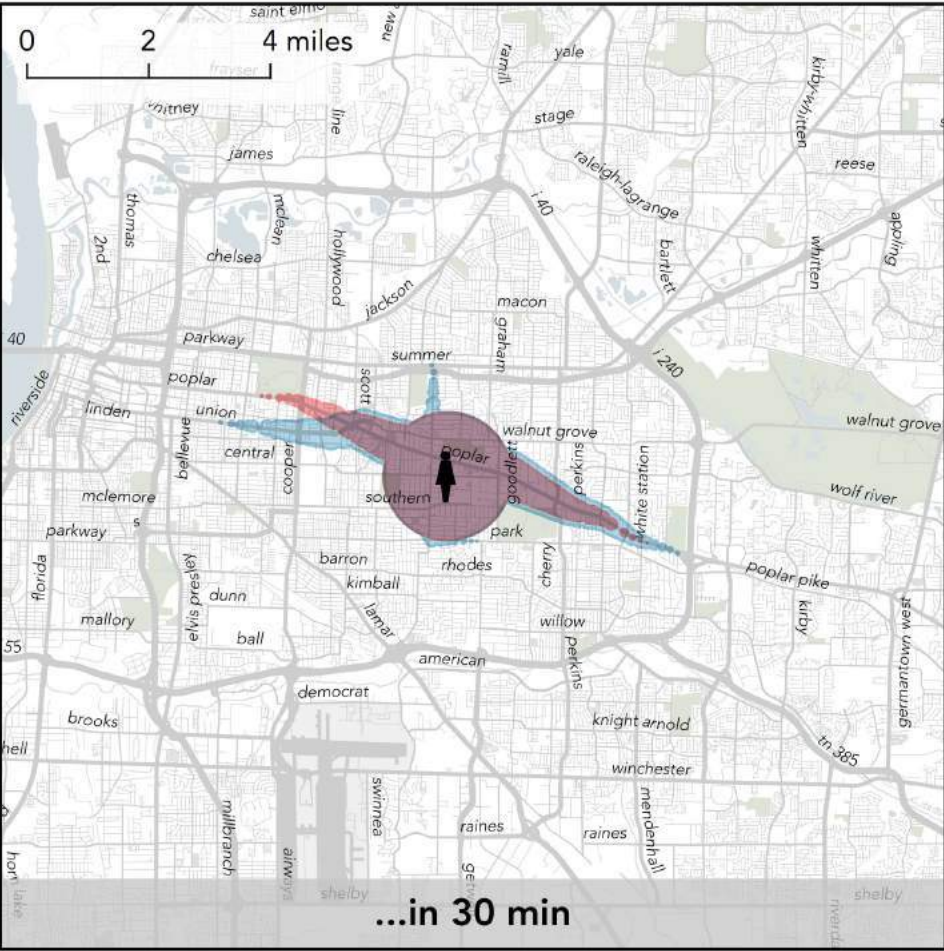
Riders can reach more jobs and residents in the Recommended Plan than in the Existing Network (traveling by transit at noon on weekdays).



	% Change	Existing	Recommended
Residents	+20%	17,600	21,100
Jobs	+47%	16,500	24,200

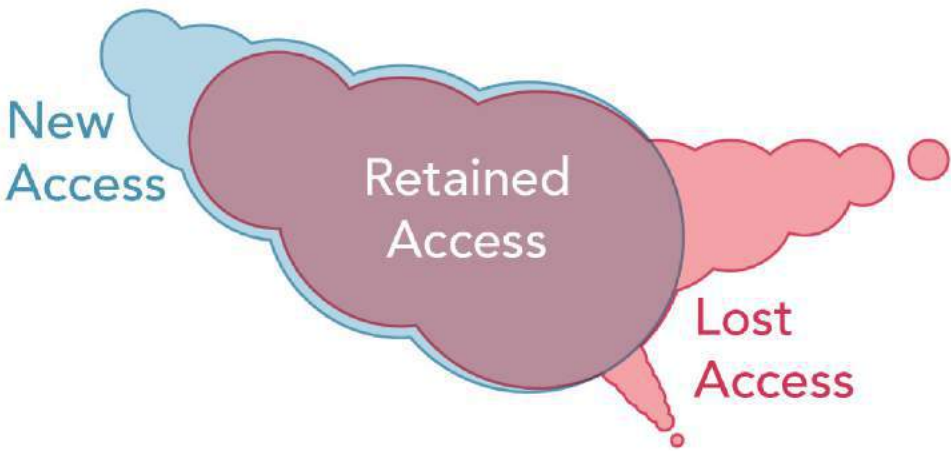
	% Change	Existing	Recommended
Residents	+53%	60,800	92,700
Jobs	+41%	75,200	105,800

	% Change	Existing	Recommended
Residents	+58%	131,800	207,700
Jobs	+25%	153,900	192,400



How far can I travel from Winchester and Riverdale?

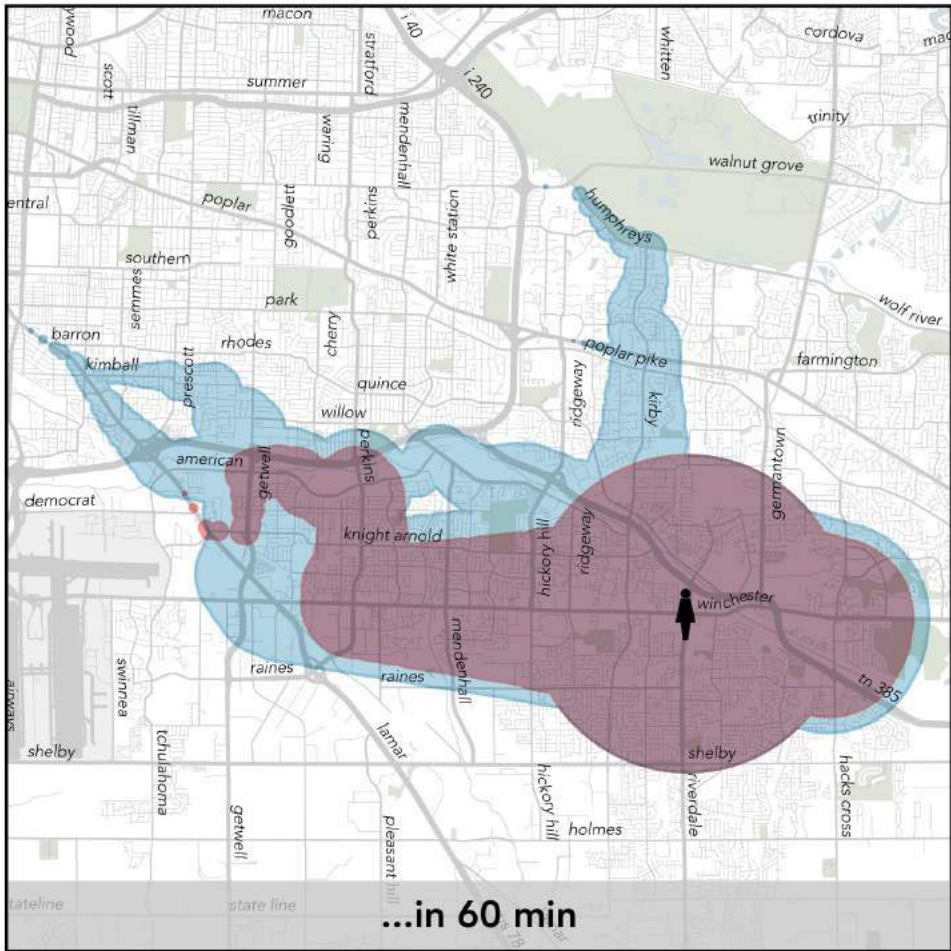
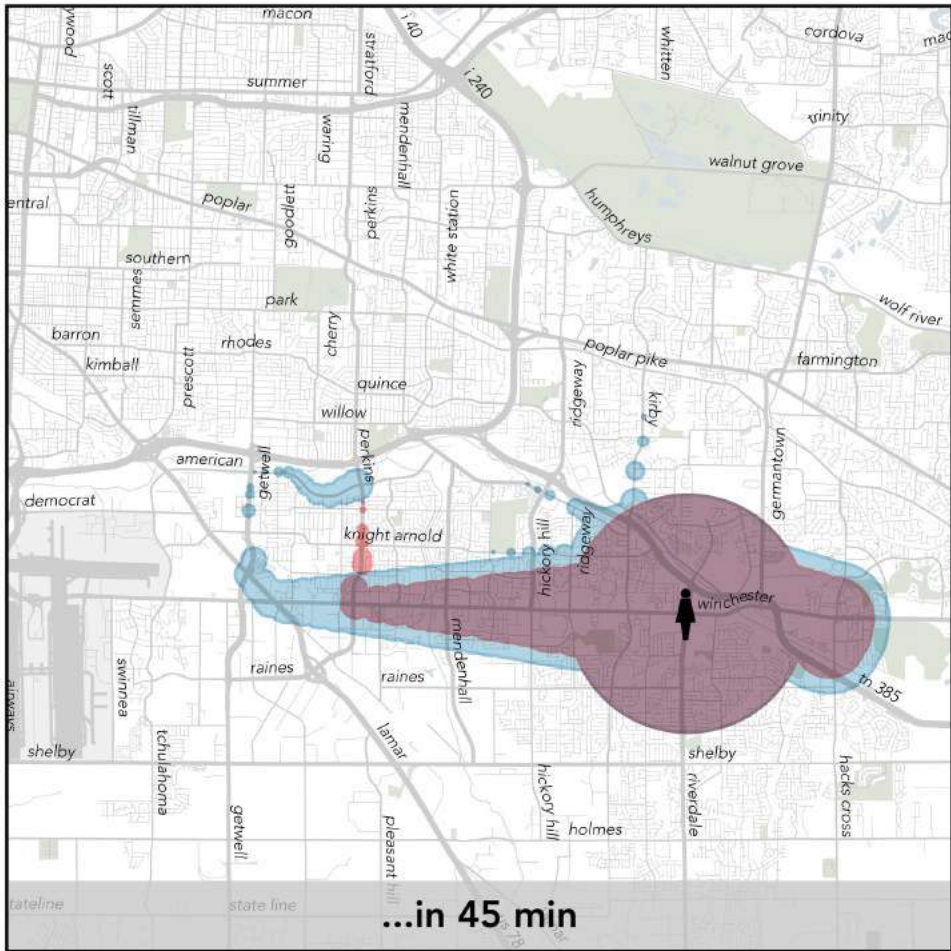
Riders can reach more jobs and residents in the Recommended Plan than in the Existing Network (traveling by transit at noon on weekdays).



	% Change	Existing	Recommended
Residents	+43%	13,100	18,700
Jobs	+63%	5,700	9,200

	% Change	Existing	Recommended
Residents	+31%	45,100	59,200
Jobs	+48%	17,400	25,800

	% Change	Existing	Recommended
Residents	+44%	90,200	129,500
Jobs	+87%	37,800	70,600



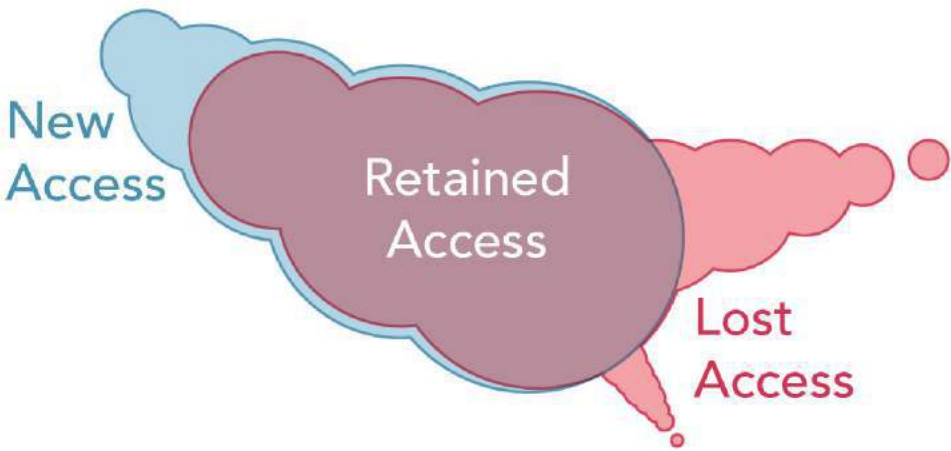
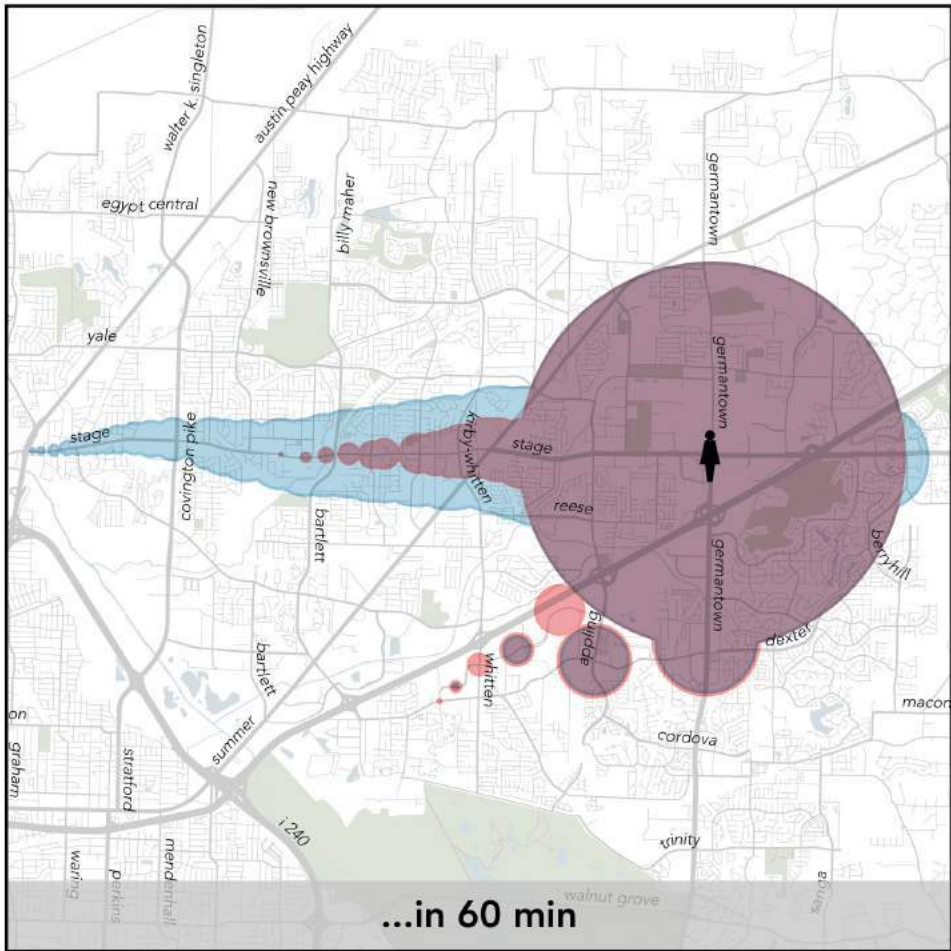
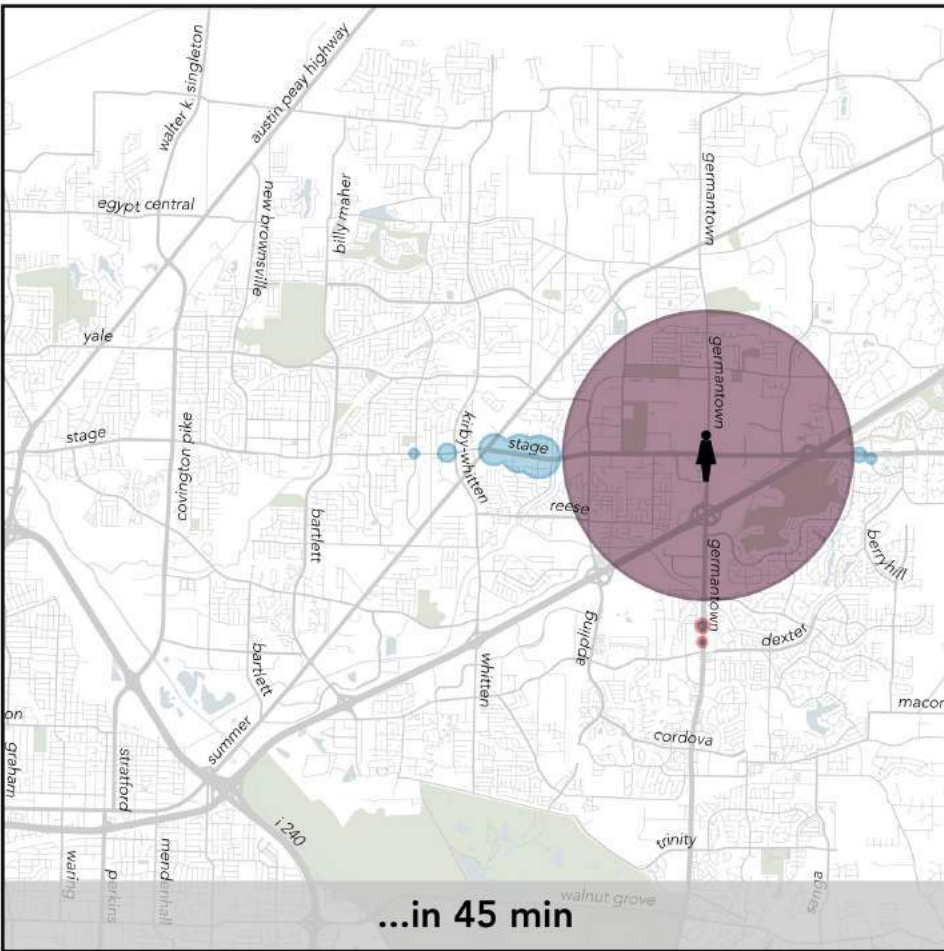
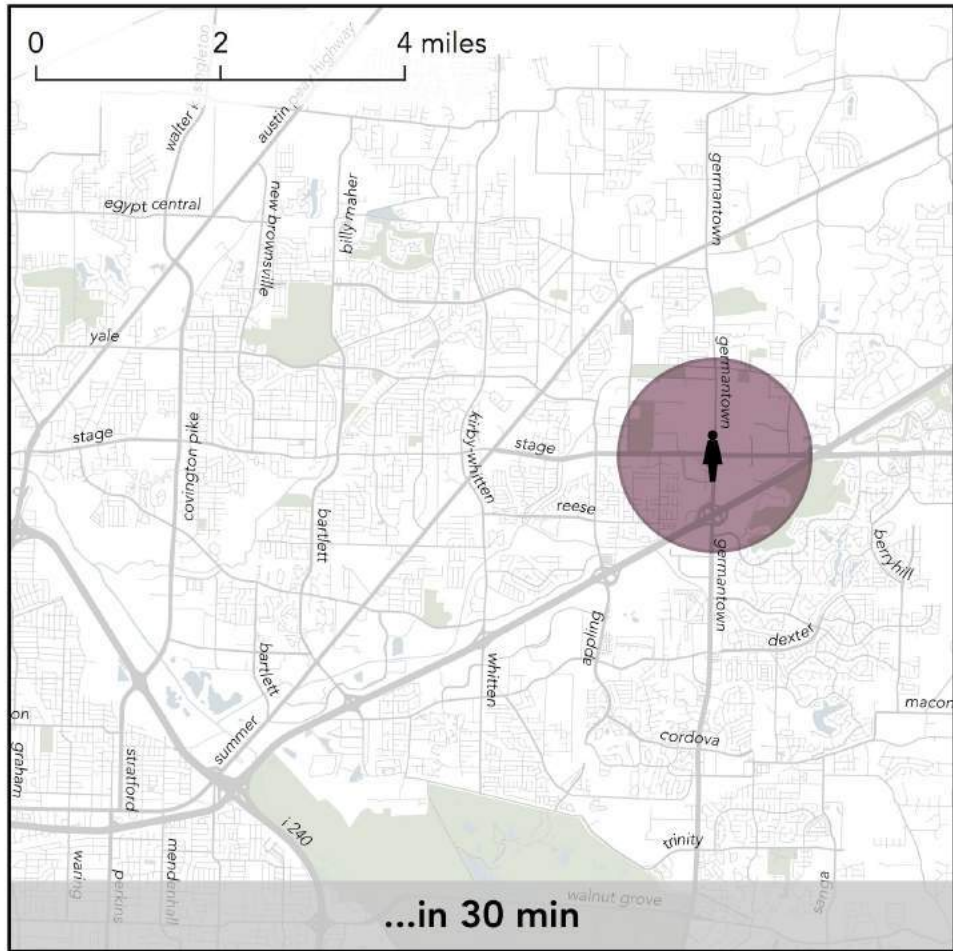
How far can I travel from Wolfchase Galleria?

Riders can reach more jobs and residents in the Recommended Plan than in the Existing Network (traveling by transit at noon on weekdays).

	% Change	Existing	Recommended
Residents	0%	3,600	3,600
Jobs	0%	13,100	13,100

	% Change	Existing	Recommended
Residents	+12%	11,400	12,800
Jobs	+2%	20,000	20,300

	% Change	Existing	Recommended
Residents	+27%	34,500	43,800
Jobs	+10%	28,000	30,800



DESIGN

Covive

PRINCIPAL PHOTOGRAPHY

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COVER PAGE

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ADDITIONAL PHOTOGRAPHY

courtesy Connor Ryan, Lindsay Porter, Fabian Matthews
- Spotlight Productions, Gary S. Whitlow, Memphis
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Comprehensive Plan

MARCH 2019



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